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# AMERICAN INSTITUTE OF ARCHITECTS

Vol. VI NOVEMBER, 1918 Number 11

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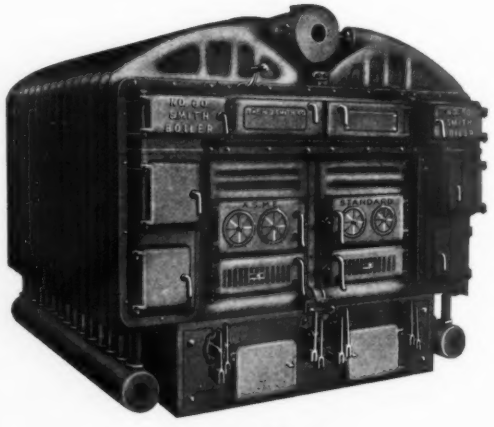

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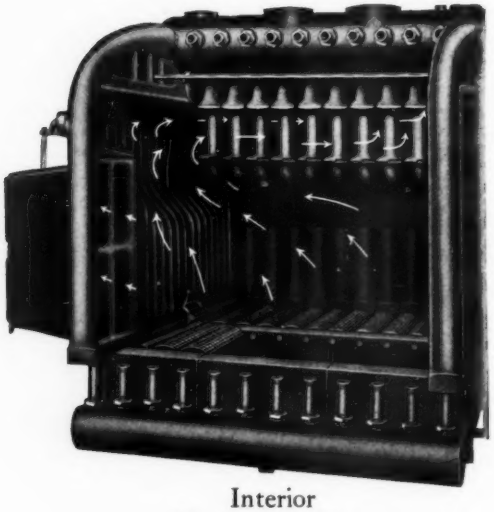

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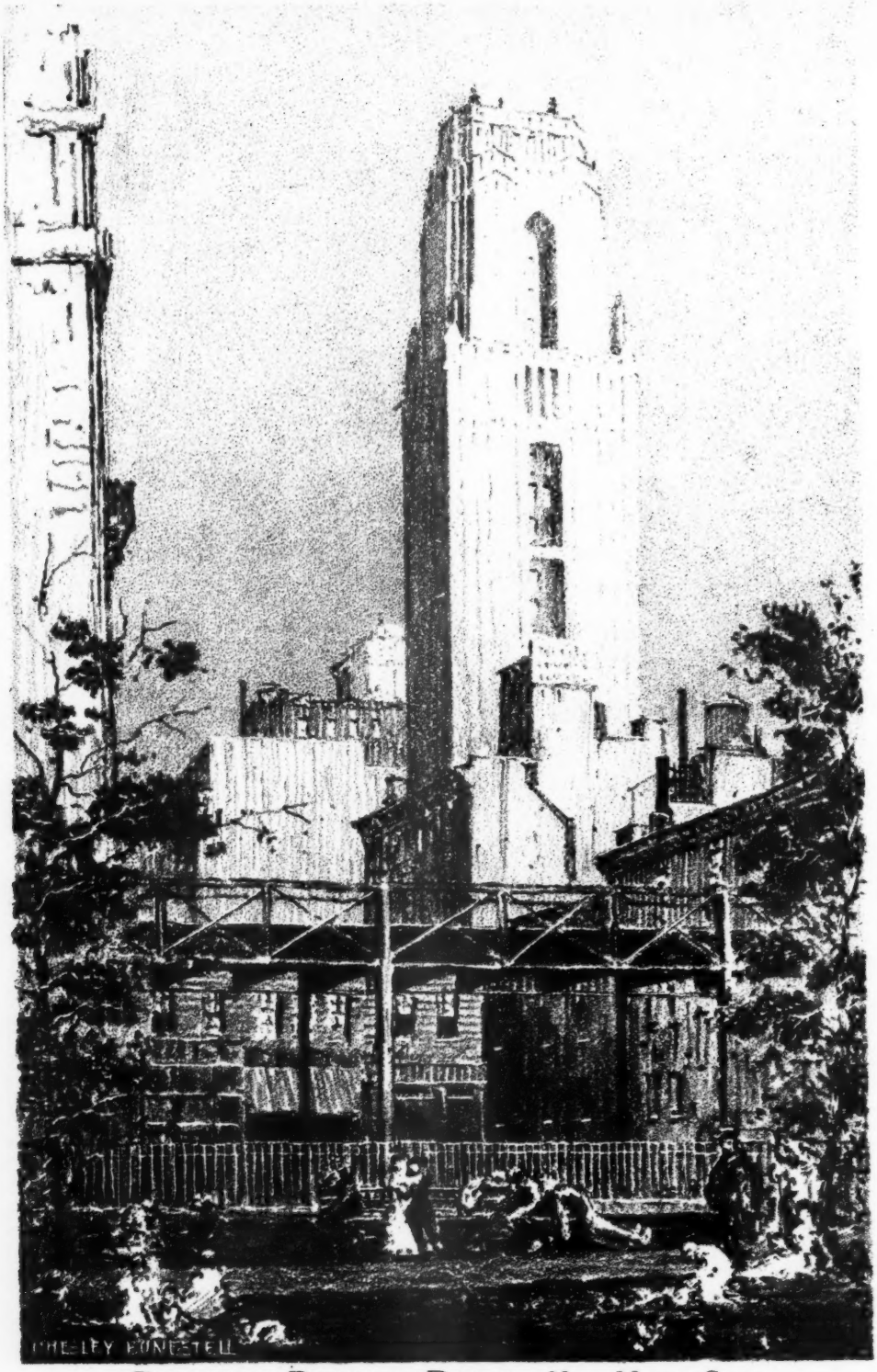



DAWN IN BRYANT PARK, NEW YORK CITY.

LITHOGRAPH BY CHESLEY BONESTELL, DRAWN FOR THE JOURNAL OF THE AMERICAN INSTITUTE OF ARCHITECTS. NOVEMBER 1918.

JOURNAL OF THE
AMERICAN INSTITUTE OF ARCHITECTS

Vol. VI NOVEMBER, 1918 No. 11

# Shadows and Straws

HOW SOON WILL THE GOVERNMENT allow private building to go ahead? The question has already been partially answered by the announcement of the War Industries Board, an account of which appears in the Structural Service Department of this issue. But before we ask how soon the Government ought further to remove the control it now exercises over industry, let us remember the gravity of the problem ahead of us.

THE BASIS OF WAR is far easier to attain than the basis of peace. Under Government control, we have submerged our identities for a common cause. To attempt to grab them back again the moment we feel that the end of the war is in sight, would set free all the violent forces of unrestrained competition and plunge us in a maelstrom of the blindest fury. In the hurry of our giant mobilization of national resources we could not stop to count the cost. Life was more important. All speed was justifiable—waste was justifiable—because the end sought was the saving of life. Under the spur of this need, we accepted every sacrifice and put forth an effort that we must now look back upon with some feeling of pride. The end has come, apparently, quicker than we ever dared believe, and our effort has played a great part in hastening that end. (Only, do not let us be vain about it. Our sacrifice is small, after all, when we look at the price our Allies have paid. That ought to make us humble, if we have any humility left.)

NOW COMES THE MORE DIFFICULT PROBLEM. We must return to what we call a peace basis. Control will be irksome where once we did not mind. Impatience will take a new form, and instead of damning the mistakes of the past will demand the right to be free of any control—to go ahead with business—to resume, in short, the path it abandoned temporarily, under pressure, for war. To handle this situation without inviting the terrors of which all Europe today shivers in dread, will require a degree of courage, patience, intelligence, and even sacrifice, beside which the demands of war might seem small. Disorder did not count so much in making ready for war, but it will count terribly in getting ready for peace. We cannot approach the new basis by the extravagant path of waste over which we travel to make war. From spending without counting the cost, we must turn to spending with care. We must turn to an intelligent kind of spending where our effort all goes into construction instead of into destruction.

THUS WE MIGHT WELL ASK, when we inquire how soon the Government will relax its control of industry, and particularly the building industry, what kind of building ought to take precedence? Should there be any precedence? Or should we let things take the course which, as individuals we may prescribe? Would it not be better to make some kind of a plan, for which we have all the data ready in the accumulations revealed by our war organizations, and decide upon an orderly basis of procedure? And ought not such a decision to be based upon human needs, and not upon selfish interests? And into a consideration of our own problem must we not take account of the problems of

our Allies? They have wounds where we have only bruises. They have an aggregate of human suffering which almost passes comprehension. If we dismiss their problems now, of what use will have been our help in the past? There is building work ahead of us in volume to satisfy the demands of all who are dependent upon that industry for a livelihood. The real problem is to provide an intelligent program, based upon an honest attempt to satisfy the needs of the world in the order of their dire necessity. To do this, we cannot consider any one problem by itself. Food is a more pressing necessity than buildings. Europe would be left to starvation, a great portion of it, without our help. The same international basis of regulation and distribution which we have perfected for war purposes must still be kept intact as the only possible solution of the immediate post-war necessities. No country can solve the problem alone. It must be done with a mutual resolve and a mutual purpose.

What is the Purpose Before Us? What is beyond the threshold where the new world now stands poised, as the war ends? Within what brain lies the power to comprehend the multitude of forces that stand ready to be loosed, under the name of reconstruction, for good and for evil? What is the purpose before us? Democracy! Liberty! Freedom! A decent world to live in! These are the words with which we have spurred ourselves to the effort and our brothers to the sacrifice. Does anybody now know what they mean? Yet those brothers of ours did not die for words. They died for our chance to give those words their meaning.

Unless we can answer that question, their blood in the cup of life which they have filled for us and from which we must drink, will turn to gall in our mouths. We cannot ask them—they cannot answer. It is we who must find the answer, alone. Upon us rests the task that their death has made sacred. In answering their question as they saw it, they left their loves and laid down their lives. If we cannot summon our utmost best as we stand on the threshold of the door that they have opened, what worse than hypocrites and assassins we must know ourselves to be. Words and memorials will not suffice—we must find a better answer.

Is not the Answer that they died for us? Why not? We might have died; they did. They might be alive; we are.

But among us for whom they died, there are those who have already started to make us believe that five million men have given their lives for the theory of a Protective Tariff. Others protest that they died for the principle of Free Trade. We know, in our hearts, that they did not give their lives for either of these things, for we know that in both of them lurks the deadly seed of war. Are our soldiers to part from their Allies in France and then come home to begin an industrial war under the banner of Protection? Are they to come home, and through the devices of monopoly, all of which are just as deadly under the guise of Free Trade, seek for the strangle hold which shall make us rich and leave them poor? Or are we all to work for the policy of Fair Trade between men and nations, based on our belief that it is for Justice that men have died? Not merely Justice for us—but for World Justice!

Do we not now know that Justice cannot be bought with injustice? That there is no freedom for any man until all men are free? That liberty does not confer any right which is not balanced by an equal responsibility for giving the same degree of liberty to all? Giant forces will resume the struggle that we shall transfer from the field of War to the field of Peace. In that struggle there can be but one motive to guide us. For what have men died? Shall we try to resolve it into a single term and say that it was their will that their lives should be given that there might be no more war? Was it not to establish a warless world that we fought this war? Dare we deny that and hold up our heads? Are we so base as to be willing to brush all our uttered resolutions aside? Can we seek any other basis of action than that which will lead us away from War?

Like Democracy, the question is personal. Every man must make his own choice. We can conscript men and send them to die for their country—we cannot conscript them and make them live for their country. But the time has come when, through living the lives that are ours, we must make good our promise to the dead. Every theory—political, social, economic, —must be examined in that light and in that light alone. Does it make for Justice? Does it

make against war? By that means alone is it possible for us to judge the remedies that will be put forth as flies cluster about sweetness. Interest after interest will seek to gain its ends. Every scheme will be employed to break down our high resolve. All must be tested in the crucible of our souls; we must ask whether it is for such schemes that men have died. To refuse that responsibility is to live the life of an unspeakable coward, with the blackest of lies in our hearts.

THEREFORE LET US, who are interested in building, examine our problem under this new light of sacrifice given sublimely and to an extent such as the world has never before known. We have a part to play individually and collectively. Into that part we must bring all our mind, all our heart, all our soul, in order that the sacrifice shall not rise to taunt us with our treason. The problem before us is a human one. It is with Life that we must deal—not with our little lives, but with World Life. To deal with it in the old manner, whereby we put Profits first and Life last, will be a despicable betrayal of our trust. Men have died not for Profits but for Life. They have left us as the trustees and guardians of the Life of the World. Our one prayer must be that we shall be given the wisdom to be true to our trust.

It is our hope that the commission on Reconstruction, now being discussed in Washington as a method by which the various functions of the War Administrations may be coördinated for the solution of the problem of demobilization and our return to a non-war basis, may be made an effective instrument for accomplishing this work with the least disturbance to the welfare of the nation and for the best good of all. But the measure of our morality, as a nation, for years to come, will be the way in which we, as individuals, collaborate with the work of whatever agency is set up to handle the problem. A national morality can be no greater than the morality of those who make up the nation. We have passed the moral test of War—now we must pass the greater moral test of Peace.

OF GREAT SIGNIFICANCE was the article we published, some months back, showing the work of the Philadelphia Chapter, through its Committee on Housing and Transportation, in studying the problems suggested, by means of a regional survey of the industries and transportation routes which serve Philadelphia and the surrounding country. It was the auspicious beginning of a method of study which is bound to lead to great things in the United States. It was based upon a resolute purpose to approach the housing problem basically, and not in the haphazard method heretofore followed by the various groups that have essayed to make us believe that housing was a matter to be regulated by Bismarcking the tenement house through ordinances prescribing the sizes of rooms and heights of ceilings. The movement inaugurated by the Philadelphia Chapter has spread, taken root, and promises to grow into a full-fledged method of scientific study. Upon such study, the devotees of architecture must look with something more than a wondering eye!

In the Philadelphia *Public Ledger* of October 13, the Committee of the Philadelphia Chapter presented the result of another study of Philadelphia as a seaport. Undoubtedly, in the dusty archives of Philadelphia, there are tons of waste-paper devoted to the problem of making Philadelphia a seaport. They are very likely filled with every kind of special pleading, in which one interest after another seeks, not to solve the problem, but to solidify and protect its own investments, while other interests seek to transfer these very values to their own tumble-down, or neglected, or left-by-the-wayside properties. If a commission should make a study of the problem, we might expect, in some years, a series of volumes of statistics and data, with endless miles of platitudinous verbiage, legal opinions, and special pleading concealed under the mask of testimony.

But the value of THE PLANNING IDEA is that it proceeds to work without taking any cognizance of these things. Its task is to find out what is the best thing to do—not what can be done, or may be done, provided this or provided that. What is the best answer to the problem? That is the question. After what has been found, then the people to whom the plan applies may say whether they will or will not carry it out, and what compromise they will make. But it is not the function of the planning idea to begin with a compromise in fear or in favor of anything.

It was exactly in this spirit of fearlessness that the Committee of the Philadelphia Chapter proceeded. With the same clear logic which inspired the earlier report, the problem is analyzed and the conclusions set forth. With a degree of brevity and lucidity seldom attained in such a presentation, the Committee goes to the heart of the problem, lays bare the roots, and exhibits the spot where the axe should be laid.

The problem of Philadelphia is answered with a scientific and orderly presentation of the salient factors that have made and are unmaking it a port of entry. Freed from special influences or interests, the Committee discusses railroad rates and secret agreements with a candor which, in the old days, before the war, would have laid the city low with apoplexy. It points out the reasons why Philadelphia is not a great seaport, how it can be made one, and puts the question squarely up to the citizens of Philadelphia and the various organized bodies which supposedly exist for the service of Philadelphia.

But its study goes further than this and takes account of the great National benefit which can be conferred by a rearrangement of transportation lines based, not upon any selfish interest, but upon the simple laws of economy, which teach us that the shortest distance between two places is really a straight line, and not over a railroad system which is operated against the public interest. (Remember the wonderful geography of the maps in the railroad time-tables!) The Government, having taken over the railroad systems, has already recognized this fact in a striking manner; now it is for us to maintain the principle as a part of the new order.

The mammoth emergency shipbuilding plant at Hog Island is marked, in the Committee's study, as the future center where rail and water transportation are to meet and transfer their burden. The millions spent by the nation will have created a large part of the necessary port machinery. It only remains to construct the connecting links of railway in order that this great national economy may be effected. Commenting editorially upon the Committee's work, the *Public Ledger* has the following to say:

"Every Philadelphian who takes a real interest in the future of this great industrial community, which will, however, not remain great merely by talking about it, should read the article in the magazine section today that discusses the problem of the port. A more luminous and more lucid article on the facts that confront the city and the entire district that make up the port from the physical as well as the Federal point of view has not been written in years. The community is indebted to the local Chapter of the American Institute of Architects, that has authorized the study, and, more particularly, to the committee that signs the report and to John Irwin Bright, who wrote it. Coming to the problem without entangling relationships and without prejudices, as it were, the prejudices of the before-the-war type that seldom let in the light on an admittedly complicated issue, Mr. Bright gets right down to the topographical and commercial reasons that make any harbor a port, for the two things are not synonymous at all, and he reads the criss-crossed palm of Philadelphia's destiny in a way that should make the various indolent and dilatory associations that always speak on these problems for the city 'sit up and notice things.' . . . If the work of these younger enthusiasts falls on deaf ears, then these studies brought out by the war will be in vain, indeed, but only in so far as one admits the inability of any group of experts to stir those who are set in their ways and are beyond the appeal of reason. Like Cassandra, the architects and their spokesman will have told the truth, whether it be believed in or not. With this report in hand, they should not let things drop. The inertia of the older groups who have not known what a port is will give way some day, and the pioneering of Mr. Bright and his associates will count. But the thing to do is to read the article and resolve that now is the time to decree the old régime of stupidity is over and forever. We must face the facts."

The Committee prefaces its report with this significant statement: "This report is to be regarded as a continuance of the work undertaken by the Philadelphia Chapter of the American Institute of Architects in its investigation of the industrial development in the territory contiguous to Philadelphia. The social and economic structure of a nation cannot be separated into disassociated units for the purpose of study, but each part, be it railways, or shipping, or housing, must be regarded as a constituent member of an harmonious organism. The questions relating to housing and to the port of Philadelphia are only fragments of the greater question and a solution of a detail may be attempted only by realizing the interdependence of each subject in the general scheme of life."

The report is signed by John Irwin Bright, Chairman of the Special Committee on Housing and Transportation for the Philadelphia Chapter of the American Institute of Architects; M. B. Medary, Jr., John Molitor, Paul A. Davis, 3d. The Journal congratulates the Committee and the Chapter, individually and collectively, for their courage and devotion in placing their skill and their intelligence wholeheartedly at the service of us all—for in serving Philadelphia rightly, they will serve the nation well.

# Land and the Returning Soldier

THIS Journal has had a good deal to say about the problem of homes for workmen and the subject of community-planning. To both of these questions the problem of land for the returning soldier is intimately and vitally related. Our great urban problems of congestion, tenement-house life, and their attendant evils, together with the terrific strain and cost now put upon our method of distributing the necessities of life, all have their inception in the country. It is because of any lack of country-planning that we get city congestion. Perhaps no problem of the future is so vital as to learn how to use land so that we may produce and distribute at a minimum cost, while making the tenure of land so attractive socially that the city will cease to sap the very vitals of our existence until we become, as England did, dependent upon the outside world for our raw materials and most of our food.

Getting the soldier back to the land is, however, one thing to talk about and another to do —but keeping him there is a greater problem still! What are the principal factors in the problem? First, what land have we? In his letter to the President, under date of May 31, 1918, Secretary Lane said:

"In a literal sense, for the use of land on a generous scale for soldier farms, as in the sixties, the public domain is gone. . . . We have unappropriated land in the Continental United States to the amount of 230,657,755 acres. It is safe to say that not one-half of this land will ever prove to be cultivable in any sense. So we have no land in any way comparable to that in the public domain when Appomattox came and men turned westward with army rifle and roll blanket to begin anew. . . . We have arid lands in the West; cut-over lands in the Northwest, Lake States, and South; and also swamp lands in the Middle West and South, which can be made available through the proper development. Much of this land can be made suitable for farm homes if properly handled, but it will require that each type of land be dealt with in its own particular fashion. . . . It has been officially estimated that more than 15,000,000 acres of irrigable land now remain in the Government's hands. . . Under what policy and program millions of these acres could be reclaimed for future farms and homes, remains for legislation to determine. . . . The amount of swamp and cut-over lands in the United States that can be made available for farming is extensive. Just how much there is has never been determined with any degree of accuracy. Practically all of it has passed into private ownership.

"It has been estimated that the total area of swamp and overflowed lands in the United States is between 70,000,000 and 80,000,000 acres. Of this amount it is stated that about '60,000,000 acres can be reclaimed and made profitable for agriculture.' What amount of land in its natural state unfit for farm homes can be made suitable for cultivation by drainage only thorough surveys and studies can develop. . . . 15,000,000 acres have been reclaimed for profitable farming in the Mississippi River Valley."

Secretary Lane goes on to say that as to cut-over lands, a rough estimate shows the acreage to be about 200,000,000; substantially all of this is in private ownership. Then he comes to the heart of the problem by saying that "*Any plan for the development of land for the returning soldier will come face to face with the fact that a new policy will have to meet the new conditions.*" He then quotes from Dr. Elwood Mead, of California, to show how unscientifically we have handled our land problem, and continues this thought by pointing out the alarming drift to farm-tenancy in this country, which means that year after year the number of owned farms steadily declines and the number of farm tenants and the degree of absentee landlordism grows and grows. We are following Ireland and Russia at a rapid rate.

The solution which he advocates, both in this letter to the President and in his speech to the Baltimore Press Club on September 23, 1918, is the acquisition of land by the Government and its sale to the returning soldiers. This seems at first glance to be a simple problem, requiring only money and the application of reclamation or root-pulling to the swamp and cut-over lands respectively.

But in the *New Republic* of October 12, Mr. Alvin Johnson points out some very obvious complications of an economic character. He contends, and with clear reason, that our land problem has now reached a point where, no matter which method we adopt for the purpose of making it available to the soldier, we are confronted with a purchase cost and a consequent fixed interest charge which will make small farms suitable for one-man cultivation incapable of producing a return that will satisfy the standard of life the worker will expect. If we buy good land from private owners, the

cost will be prohibitive; if we buy cheap land and reclaim it, or stump it, even with all the economy of a large operation the interest charge on our land cost will eat up the profit to be derived from working the land.

Secretary Lane makes no mention of this factor in any of his utterances which have come into our possession, and, to the great disappointment of many students of this question, practically proposes a renewal of the policy which has steadily operated to produce the degree of absentee landlordism which he warns us against. Instead of the old policy of drawing for a quarter section, he proposes the sale of the land to the occupant, which offers no apparent preventive to a further increase in tenant farms; speculators will end by owning these farms, just as they have got possession of so many of the others. In view of this experience, the risk seems too foolish to be taken, and especially in view of the factors which Mr. Johnson points out.

He accepts Secretary Lane's general principle as to sale, however, and then points out that in order to get a profit from the farm large enough to pay the interest charge and also yield an adequate return to the worker, we must so arrange the farm holdings that there will be afforded every possibility for the use, on a coöperative basis, of all the labor-saving machinery and methods, and all the buying and selling economies that are possible in a large-scale operation. The small farmer's one chance of deriving a benefit from their use is through coöperation. All of which is good, and along the lines toward which the past points us, as we scan the future.

But why not take an even longer look into the future? Why should not the principle of the co-partnership tenants homes for workmen apply to the farm? Why not have the great farming communities coöperatively owned? No farmer would own his land, but would own stock in the company which did own the land, and all the farmers would control the welfare of the whole. This, or Government retention of the title, is the only way to prevent the ultimate breakdown of the scheme proposed, even if we adopt the combination suggested by Mr. Johnson, because it is the only way of causing the increase in land values to flow back into the pockets of those who build them up, and of cheating the speculator of his carrion. As time goes on, there will be changes; land occupancy will increase in density; communities will form; land will be wanted for other purposes than farming, and the value of such land will be large. To make the one owner of the fortunate piece (probably a speculative owner who has bought in on a gamble) a present of the value which all have created, will be to continue the process of the past, and we know already where that leads. The coöperative tenancy plan gives all the advantages of the usual form of outright ownership, and even more; it is even likely to make it much easier for the occupant to dispose of his equity interest than if he held title direct. He need not be afraid to spend money in building improvements or in increasing the productivity of his land, for when he desires to sell, these added values would be appraised, and the new occupant would pay him in cash for them, while his share interest in the community could be disposed of without the slightest difficulty, unless all experience with the co-partnership tenants plan fails.

The investment required by the Government would be no larger. It would be repaid just as quickly as under the separate ownership plan. The security would be just as good. The drawback would lie in the fact that if only a few farmers made good, while the rest made failures, the good ones might have their investment jeopardized if the Government had to call in its mortgage on the whole tract, but, on the other hand, every farmer would have an intense interest in seeing to it that only good men were given the right to enter the coöperation, and that every possible economy was made possible for the good of all. The plan is certainly worth consideration.

In any event, architects are likely to see a great opportunity for their services along new lines. The problem of building the farming community is a little different from that of building the community of workmen's homes, but the same principle applies, and someone must arise to make a study of the farm home and the farm buildings and the farm community from the standpoint of comfort, economy of operation, and a chance for social life. Men who cannot afford the cost of this kind of expert service, as individuals, will be able to command it when they work together on a large problem such as that under consideration; the war has

brought expert service into the problem of the workman's home in just this manner. Is there any reason why it should not also be given to the farmer? The benefits to be conferred by architecture as the science of good building, belong to all people and not to the fortunate few. Nowhere are they more needed than on the farm! A study of the method by which France has approached this element of reconstruction is more illuminating in this respect than any other program we know.

Secretary Wilson, of the Department of Labor, is alive to the whole great problem as affecting, not only farm labor, but that great army of unmobilized labor which flits from one lumber-camp to another and migrates with one fever after another. The policy which he outlines in general terms would prevent the sale of land and would retain title in the Government's hands; along with such a wise provision —one to which we must come eventually—he would insist that consideration be given to the human problem:

*The settler, whether returned soldier or other worker, needs something besides mere acreage in order to make a decent living. The old method of turning over to the homesteader 160 acres in the wilderness, and then leaving him, as if he were Robinson Crusoe, to work out his fate single-handed, belongs, for the most part, to the past. It is a policy to be put upon the scrap-heap along with the policy of soldier's scrip, of which it is a part.

The prospective farm could be cleared of stumps or other impediment; it could be equipped with house and barn; it could be made accessible to market by good roads. The settler himself should have every chance to coöperate with his neighbors in selling his produce and in buying his supplies. The farms could be made ready for immediate use, and the coöperative equipment prepared in advance. Men cannot live by land alone, except by returning to a form of savagery. If the agricultural worker deserves an even chance with the manufacturing worker, then the farm as well as the factory must be fully equipped before, not after, operations begin.

The policy here outlined applies to more than the logged-off lands of the western mountain valleys. Townships and tracts of land can be organized into improvement districts in other parts of the country. The cut-over lands in the northern Lake States, in the southern Atlantic and in the Gulf States, can be reclaimed from stumps and left-over timber under the same policy. The swamp lands in these same regions can likewise be reclaimed, as well as the remaining arid lands of the West. *In all these regions there are vast values to be created. The Government can well follow up its present reclamation policies by taking the initiative in creating these values. In so doing, however, clean-cut measures must be taken to see that values thus made go where they belong: to the settler and worker in the equivalent of fair wages, to the legitimate investor in a fair return, to the local community in sufficient taxes, but not to the speculator in unearned profits.*

Measures should be taken to see that the populations supported by the sawmill and the forest operations would develop into real communities and not mere shack towns. Aside from the maintenance of proper housing and living conditions, there are two or three fundamental community standards. These include provision for voting and self-government, for schools, churches, and educational facilities, and for coöperation among the workers to secure their economic and social welfare.

Permanent forest communities based upon continuous forest employment would make of the forest worker a family man instead of a hobo. Those determined to be hoboes would be eliminated, but those who wanted settled employment could have it. With such a system in vogue many of the labor difficulties in the lumber industry would be ended. And such difficulties cannot be settled by model camps, for a camp, however model, is no substitute for home.

It is estimated that Alaska contains, in its valleys which lie between the ice-covered mountains, about 65,000,000 acres of potential agricultural land now covered by a meager growth of timber. The projected lines of Government railways are going to penetrate, in Alaska, the last American frontier. In view of the combination of mineral, forest, and agricultural resources to be opened in that vast country, nearly all of which is still public land, Alaska should present one of the most promising areas now left on the globe for those seeking a new start in life. Another Scandinavia here awaits development. The Government railroad is the first big step in this development. If this new country is to be an opportunity for the soldier and the worker, and not for the speculator, a colonization policy, based upon the principles discussed, must be the next step in its development.

Think of the possibilities offered by such a program when architecture is added as the indispensable element which it is. The problem begins with such a disposition of farm land that a communal life will be possible. There is no alternative, if we would revive agriculture in this country and prevent the ceaseless cityward flow of those who will not be contented with the human isolation of the farm. The telephone, the automobile, the free delivery, have all added much; more has yet to be added, in the form of communal buildings, communal groupings of houses, better houses, better barns—all lying within the domain of architecture—a virgin field. The contribution will be made by someone—it is the thoughtful architect's opportunity to enlarge the narrow field in which his profession has thoughtlessly, and rather selfishly, confined itself.

*Labor and the War: The Soldier, the Worker, and the Land's Resources. A summary of the forthcoming report on Land Colonization. By Benton Mackaye. Department of Labor, Monthly Review, January, 1918.

# American Reconstruction Problems—Nation Planning*

By FREDERICK LEE ACKERMAN

IN THIS tremendous world war the areas of united action are expanding; the common good—the aims of all free men are becoming vivid. And to nations, states, municipalities, to property, capital, credit, to groups, individuals and to the labor of brain and hand new values have been assigned which express our new concept of their relative worth as factors contributing to the purpose made vivid in this war.

And this purpose is the achievement of a state of true democracy, international and national, which assigns to the individual the highest value and yet demands that, for the good of all, he victoriously subordinate himself.

But *can* a national purpose in times of war differ from a true democratic national purpose in times of peace? *Can* the worth of the individual vary with the degree of vividness with which the aims of a true democracy are revealed?

The national purpose in times of peace and the national purpose in times of war must coincide; and the value of the individual cannot change simply because his worth is made more vivid by the call to arms. *As the truly national purpose is revealed, it is the value of nations, of states, of property, of capital and credit which really shifts, as we see more clearly their true worth as factors contributing toward a true democracy.*

And so, it is obvious, when we glance back to the pre-war days, that our function for the time being is not primarily that of developing a new technique of administration or government; it is that of making perfectly clear to the masses of men what is really meant by the term democracy. Our task is to present a truly rational philosophy of life in such simple terms and through the use of such simple illustrations as will demonstrate that it is not only logical, but highly desirable and entirely feasible, to organize society—that is, government, to the end that a true democracy shall obtain. If we fail to retain, in the days of peace to come, the values now assigned to individuals, if we fail to make the meaning of democracy perfectly clear, we shall have failed utterly in this great war. But can we formulate such a philosophy? can we make it vivid? can we retain the values now assigned to individuals? It is thus that we have our problem stated.

And we must beware of danger—the greatest of all dangers attending the formulation of a program of future action. Such a program is almost certain to develop into a labyrinth of uncharted paths leading to an infinite number of ends. This we must avoid, for the desired end is—above all it must be—a simplification of life. For if our effort fails in this respect, if it adds but laws and statutes, it can have no possible value.

But we think of government in terms of law; and I realize that the subject of national planning cannot be treated without introducing debate concerning legislative, administrative, and judicial technique, the private initiation of enterprise versus government initiation and control, and the ever-present topic—State's Rights. But I do not propose to deal with the subject from these angles, for I fully realize that by such an approach we would completely and inevitably obscure the vital issue at stake; we would return by a circle to our point of departure.

The governments of the western world, during the last score or so of years, have extended their functions to include an ever-widening field of collective provision. Should government express in the technique of its administration the entire range of purposes associated with the true aims of men, of society, rather than a part? Should we extend the function of government to include a wider field of collective provision? Should we not make collective provision the vivid function of government?

*It is the development and the expansion of precisely this field which constitutes the basis of a Liberal Program of Reconstruction.*

But we were to discuss the topic—National Planning. What has preceded may have seemed remote. It is not remote because of the simple, elemental reason that there can be no such thing as national planning so long as there is lacking a clear definition of a national purpose.

To propose that we should set about the organization of the entire physical plan of the United States may appear as a visionary proposal. But, as individuals, do we embark upon any great undertaking—as intelligent individuals, do we embark upon any undertaking whatsoever without first having prepared a plan, whether well reasoned or otherwise? We do not; and yet, with respect to the development of the United States, we are proceeding without a plan.

When we were faced with the actual problem of going to war in Europe, this condition must have been realized to a certain degree, for one of the first acts of the Federal Government was the placing of our railroad transportation systems under a single command. The necessity for this act was not questioned except by a very few. The obvious advantage, the necessity, was evident. The railroads were brought under one command: The Federal Government took over their operation. The problem of the future, as we now view it with respect to the railroads, relates to the nature of the policy to be continued after the war. Concerning that there will surely be debate.

But out of this unity of command one important condition, at least, has been revealed. The railroads had not been organized—their development had not been directed along such lines that it was possible to derive the maximum benefit from unit control—for they had been planned and projected with quite another purpose in view. And that purpose was the speculative profits to be derived from their promotion, the development of new areas, and from state and federal land grants. Their organization was not based upon any comprehensive plan of national economy nor the hope of more adequate collective provision. Particularly is this true with respect to our long competing

*An address at the National Municipal League Conference, Rochester, November 21, 1918.

lines which tap territory contributary to each, to the lack of adequate terminals and transfers at strategic points inland and upon our seaboards, to an utter lack of co-ordination with inland waterways, and with respect to the development of commerce with other nations, and to the complex and wasteful conditions surrounding their entrance into our cities where we utterly ignore the economic distribution of commodities and food to our urban populations.

We have made but meager use of our inland waterways. Railroads have worked in opposition to the development of these natural carriers. Transportation by water has been, for the greater part, abandoned.

*It is really the central planning—the scientific, physical organization—of our railroads and the intelligent direction of their future growth and development, and not their ownership and operation, which should be the subject of our greatest concern. The errors resulting from their hasty, ill-considered projection must be corrected before we may hope for real economy or real efficiency in their operation.*

We may glibly state that it *is* the duty of a certain state or a certain city or a certain corporation, or a combination of the three, to organize and provide for a system of transportation with great terminals, or more adequately provide for a need that is national; but that does not necessarily lead to accomplishment. *Matters of this sort are developed locally to the extent that the local needs are recognized; and the scale of such developments are local and not national.* The subject is too large to be directed by other than the Federal Government itself. This is not a matter of theory; experience indicates clearly that neither corporations, municipalities, nor states can direct an enterprise of this magnitude; self-interest is too blind or ignorant to achieve a truly national scheme.

It will be argued that the value of local initiative in matters such as we are discussing is essential. There is reason back of such a statement, with respect to details, but we must not let that blind us to the tremendously important condition that the geographical divisions into states express merely a line upon a map, bearing no relation to physical geography and little or no relation to present or future social grouping. *These state-lines are artificial political boundaries which must be completely ignored in the organization of the physical plan for the economic use of the entire area of the nation.*

We must recognize that the areas associated with the term "local" are constantly expanding. The many modern mediums of communication,—the telephone, the telegraph, the "wireless," the railroads, the automobiles, the aëroplanes, the press,—all these have extended the boundaries of our contact with men and things. The effect of individual or group action has so changed and expanded through the development of these means of inter-communication that the old formulas relating to the value of "local" initiative must be completely restated.

And precisely the same condition applies to the physical relation of our cities and their states: The boundary is a political boundary—artificial both with respect to physical geography and social groupings. Here again we must break down that condition which obtains in local governments and blocks a broad, comprehensive consideration of the problems surrounding their physical planning and their physical and social integration. There must be created a central authority to deal broadly with the tremendously important problem of physically linking up municipalities in states and in adjacent states, and the future use of the areas located between them must be planned prior to occupancy in order that the same shall be developed in a manner consistent with the areas' logical use. To allow our cities to expand along lines determined solely by the intensely local purpose of the land developer or by selfish local interest is to lay upon our future an ever-accumulating burden of costly corrections which represent an utter economic loss.

The purposeless way in which our communities expand has been made too evident to those engaged in the development of housing schemes for the Government. In not a single community where ship-building plants have been established was there in existence a forward-looking plan for future growth which could be used as the basis of the housing schemes for ship-workers. There was no time to plan the adjacent areas nor to overcome the lack of provision; and so, one and all, these new communities represent the hopeful organization of a patch upon a condition of near chaos in town-planning.

Consider the immediate problems confronting our cities; note the many schemes prepared for their replanning; consider the cost of these, and also consider the nature of the hoped-for result. In New York, Philadelphia, Chicago, Boston, in the smaller cities throughout the states we are confronted with the same problems. At an enormous cost we propose no more than a partial correction of our errors; we add mechanism to mechanism in the hope that a better condition will result. Excellent as is our intention in the preparation of these schemes, the fact remains that they are, in effect, as a bit of salve where a major operation is necessary. We must increase the scale of our operations and deal with larger areas. All of the factors affecting the growth and development of our cities must be taken into account in their planning and their replanning.

We can, now, with a reasonable degree of accuracy, project the very remote needs with respect to provision for the entire Atlantic coast. Harbors, ports, the necessary supporting agricultural areas may today be projected. Why not organize the outlines of a grand plan for the development of this entire area? Why not deal with the entire national problem? Why not proceed from now on with a plan which looks toward permanence rather than instability?

The physical planning of the nations is first of all and supremely an act of provision; it is the organization of prevision, social and physical; it is essentially a scientific treatment of the whole. And this can be accomplished through but one central authority, representing not the needs or desires of individuals, corporations, cities or states, but the needs and desires of all.

I do not imply that it should be the function of the central government to project in *all* its detail the future growth and development of each and every part of the United States, but I do suggest—I state emphatically—that a central authority must take upon itself the task of directing the major outlines of such a plan, for in no other way is it possible for us to adequately and economi-

cally develop the smaller areas which should and must be left to local initiative after the broad plan of development has once emerged.

In answer to the argument that economic forces will, when left to themselves, develop such a plan, I would but point out the inadequacy of our port and terminal facilities along our seaboards. Consider the situation around Philadelphia. Here is a harbor of real value locally and nationally—a harbor sorely needed at this time and essential to the future commerce in which we should engage. The building of piers, of docks, of the sundry other elements essential to a harbor have not been developed by local interests nor are they likely to be; but if these should be developed, they will not make a great port for the simple reason that the conditions which must obtain to make Philadelphia a great port lie entirely without the authority and control of that municipality. The great lines of transportation now pass around Philadelphia and do not reach the harbor; the waterways which might serve the ports and the entire region to the north and to the west have not been developed. Philadelphia will not become a port in scale with national needs until a national authority fosters the development of the more remote conditions essential to such a development.

Scan the coast of the United States; where are there adequate port developments in scale with the nation? These do not now exist nor will they exist until a truly national authority defines the problem, projects the future national needs, and proceeds with the development of a plan having that organized purpose in view.

But a *truly national* plan must be organized about a *truly national purpose*. Therefore, what should be that purpose? Upon what theory, and by the aid of what experiences shall we direct the organization of the grand plan for our national development? What shall be the central idea?

Shall our plan for developing our railroads, main lines and branches, our inland waterways, our highways, our ports and our terminals and our industrial and agricultural areas be predicated upon the belief that we may go on expanding our cities indefinitely, massing together great populations engaged solely in commerce or in the fabricating of materials? Shall our great national plan lead up toward an ever-increasing congestion of population, toward a more complex and artificial life? Shall we carry over into the days of future growth our concept of life as so vividly revealed in the manner in which the majority of men live in our great cities and in our industrial centers?

If we base our national plan upon such a concept, our plan will not be worth the making. What our soldiers will think when they come back from war-spent Europe I do not know; but if I may venture the guess, they will insistently question, as we now question, the value of that stupid, depressing environment which we created by our purposeless effort in the pre-war days.

We do not have to await the return of the soldiers from abroad. The mass of men have already voiced their opinion, not in terms defined and coherent, but in the restlessness attending employment. The mass of men were not content before the war, nor are they content today; and one of the reasons—the outstanding reason—is not a question of wage so much as it is the nature, the character of the social and the physical environment in which they live—an environment produced by their own labor.

Look at any of our great industrial or commercial centers and observe closely how the mass of men live; observe what they do during their leisure hours. Is it any wonder that there is discontent? Why should this great mass of men who live in our slums and tenements and in our "factory towns" be contented? There is no valid reason, for the visible product of their labor is neither pleasing nor permanent, and it effectively suppresses every natural instinct. They work, one and all, at the making of cheap, temporary things, which, in turn, produce, the cheap, unstable environments in which they live.

Take, for example, any recently developed industrial town of the East or the Middle West which has sprung from a tiny center in less than a score of years. The capital, the wealth there created by labor, in the vast majority of cases, finds no reflection whatsoever in the physical expression of the community: there are the factories, ugly and uninviting; the groups of houses, likewise ugly and ill-arranged; the system of streets, organized, if organized at all, upon the basis of the gridiron plan with little or no thought of the possibilities of future growth; look at them —mere organizations of temporary things, built with the definite end in view that they shall be scrapped in order that someone may gain the increment of value resulting from occupancy and communal activity. Can we stand the economic loss due to the insistent demand for frequent "turnover" of capital invested in the homes of the people? Most emphatically we cannot—if we hope to hold a leading social and commercial position among nations whose purpose is otherwise.

Can we go on multiplying the complex problems resulting from makeshift planning, such as is evident in Greater New York and in every large city in the United States? The newly opened subway station at Broadway and Times Square typifies the direction of our so-called progress which is in the main but lack of prevision.

If we are to have a plan for the future physical development of our cities, we must have one for the future development of our states: if we are likewise to have a plan for the future development of our states, we must have one for the future development of the United States; and that plan must be organized around an acknowledgment that life, as now expressed in our centers of population, is an empty life, for the vast majority of men, that is not worth the struggle.

And so it is that in our Nation Planning we must choose as our central theme the idea that the work, the labor, the creative effort of all men shall have as its end the creation of as high a type of environment for *all* men as it is possible for us to conceive. We must organize our communities, not with the idea that the home and its related communal features shall be shifting things which are ever to give way to the encroachments of industry and commerce, but as permanent elements—*the* permanent element which must remain and around which the processes of production shall revolve.

This idea is not new. We have taken the first step; we have already begun to district or to zone our cities. But how timidly and how unscientifically have we done this!

With what pains have we developed a compromise! And yet, even our timid, unscientific compromise is of value, for it indicates the acceptance of a rational idea with respect to the goal to be achieved.

The difference between what we have accomplished and what we should accomplish is largely a matter of scale. Shall we attempt to make life merely bearable—tolerable—or shall we strike out boldly with a program which will look toward making life for all men truly satisfying? No less than this shall we attempt to do.

But what does this mean in terms of national planning? What are the essentials of the problem? It means, first of all, that we must deal with the land question with respect to both rural and urban areas. The increment of value created by collective occupancy and use must be wrested from the speculators and so organized that it may be used for the benefit of all. This is a "first" step which must be taken before the national physical plan can be realized in terms of collective provision.

It means also that we must accept a new concept with respect to what we term the town or the city.

The principles which we use in districting our cities with respect to height, volume, and to the occupancy of building is at bottom the same as that which underlies the development of Letchworth, the first garden city in England; the application of this principle differs merely in technique and in scale. The Letchworth ideas include the application of districting prior to occupancy and the development of the increment in land values. Our method is that merely of compromise—after it is too late to reap the benefit of action. The Letchworth idea again deals with large agricultural areas. We confine our action solely to already congested centers of population.

We must increase the scale in our application of this principle to include the treatment of rural as well as urban areas. A broader point of view, a new sense of scale we must achieve, for we are not dealing, in this national scheme, with individuals, with groups, nor with a hundred millions of people. Two hundred, three hundred, four hundred millions of people—the future generations—are involved in our program. If we fail in this, the agricultural lands required for the maintenance of our population engaged in commerce and in manufacturing will give way to the inroads of the latter.

National planning must include in its scope the application of the districting idea over all areas likely to be developed. This requires the development of regional surveys far more comprehensive in scope than anything yet attempted. The physical resources and the possible economic development of each and every part of the entire area of the nation must direct the outlines of our plan.

But how shall we accomplish this? How may we proceed? What shall be the framework of the organization to carry on this vast undertaking? In terms of administrative technique I shall not attempt an answer. But I will suggest that by nature the problem requires the extension of administrative powers and more "liberal" judicial decisions; that we cannot deal with it through mere legislative initiative nor the exercise of police authority nor by impotent citizen commissions. There must be permanent, central executive agencies, municipal, state and federal, to deal with matters of this sort and to serve as the focus of experiments and of the knowledge gained in practice. These agencies must be expert and liberal. Constructive legislation, so-called, must largely supplant restrictive measures. *The control and direction of credit must serve as the motivating power in developing the outlines of the plan in reality.*

This is the key to the entire problem. It is the intelligent use of collective capital, the credit of our municipalities, or cities, the Federal Government, which must be made the creative agent in establishing the framework of the national plan.

For this very purpose do we now use credit. It is the principle which underlies the operation of the Farm Loan Board. This represents, however, but a tiny fragment of a comprehensive plan of action. It is, however, a significant fragment, for it establishes the principle that the direction of national credit is necessary to counteract the forces which gather about the use of capital lodged in the hands of groups whose interests are individual and local and whose acts, based upon selfishness and economic fallacies, develop conditions which are anti-social.

There is no greater fallacy than that expressed in the warning not to tamper with the great natural economic currents. Natural economic currents have not existed since the dawn of the most primitive civilization.

But what do we mean by "economic"? Do we really know? Has the term a definite meaning? To me, as it is now used, it is but an apology, an excuse, a scientific curtain which we draw to conceal our selfishness.

We know too well the waste in life exacted by our industrial system, our system of credit, by our lack of prevision, by the sordid, unsanitary conditions under which a vast number of our population live, and sometimes our spirit rebels. We are filled with a great sympathy and an earnest desire to help, but we are halted in action by an influence, a power which says, "thou shalt not," for such action would not be "economic;" which is the same as saying that the moneys invested would fail to return a certain fixed per cent. We have chosen the wrong norm of measuring values in the western world; "economic" we associate with invested capital and interest return when we should associate it with values related to life.

And so it is that in the technique of reconstructing old cities and in developing the new, and in linking them up to the natural resources and the great agricultural areas still to be really developed, and which must be maintained to make life possible, new laws, new administrative methods, new systems of credit may be of little avail. Again would we develop congestion, the slum and soulless industry just so long as our "economic" norm of measuring accomplishment is associated with the narrow financial meaning surrounding its present use. The term "economic" must be based upon a condition associated with life, not money.

Utopian, impractical, a dream! Why? Does it so appear simply because this concept of basic values does not happen to coincide with that in common use? That is no sufficient reason. We may develop all sorts of motions which simulate forward movement in the attempted execution of our Program of Reconstruction; but we, the states, the nation, and the entire world will mark time in the march of human progress so long as we cling to the fallacies surrounding the use of this term.

# The First War Emergency Government Towns

## IV. GROTON, CONNECTICUT

IN conducting the war-housing work of the Emergency Fleet Corporation, those who have been charged with its direction have learned a great deal. The community at Groton is evidence of this, for it marks a high degree of speed in its execution, and any examination of the Government's housing program which does not take into account the necessity for speed, will be gravely defective. The result sought by this work was greater production of the necessities of war; that fact must forever be kept in mind.

The project was authorized on August 17, 1918. Surveys of various sorts were instituted and preliminary studies for the town plan and houses were immediately started. Actual work upon the dormitories followed within a few days. General town-planning drawings and drawings for all houses were so far completed by September 1 that lists were made and quantities mobilized. By September 12 every phase of the operation was under way.

Thus, in noting the extraordinary speed with which Groton was planned and executed, we must weigh the method by which that result was obtained before we attempt to measure the success of the community from its peace-time importance.

Groton was planned and designed by the Branch of Design, Division of Transportation and Housing of the Emergency Fleet Corporation. Instead of turning the job over to outside specialists in the various professions involved, the experience of the Production Department was utilized through the employment of the skilled men in its own force. The one exception was the employment of the architect, but in reality this was only the temporary addition of his services to those of the Branch of Design. He was employed to design the houses in relation to a plan which had been completely projected though not developed, and in relation to the needs of the community as already worked out both as to the number and size of the houses required, and their actual plan, their mass and as to the disposition of the space.

In the preparation of the details, weeks were saved by applying the experience of the Department, and by the quick and orderly relations of the functions of each profession. The indispensable coöperation, without which no great work of this kind is possible, moved with the least friction because of the accumulated experience with the projects that had gone before. And this method will not be lost in the future; it marks the beginning of a more generous attitude of one profession for another. If we found it through war, we must keep it for peace.

The site of the Groton project is situated at the intersection of typical New England country roads, just off the state highway from Groton to Eastern Point, and upon a hillside sloping to the westward toward the Thames River, which is in view from the upper section of the plot. The tract is marked by distinctive natural and topographical features which have been expressed in the most informal manner in the street arrangement and general disposition of the allotments.

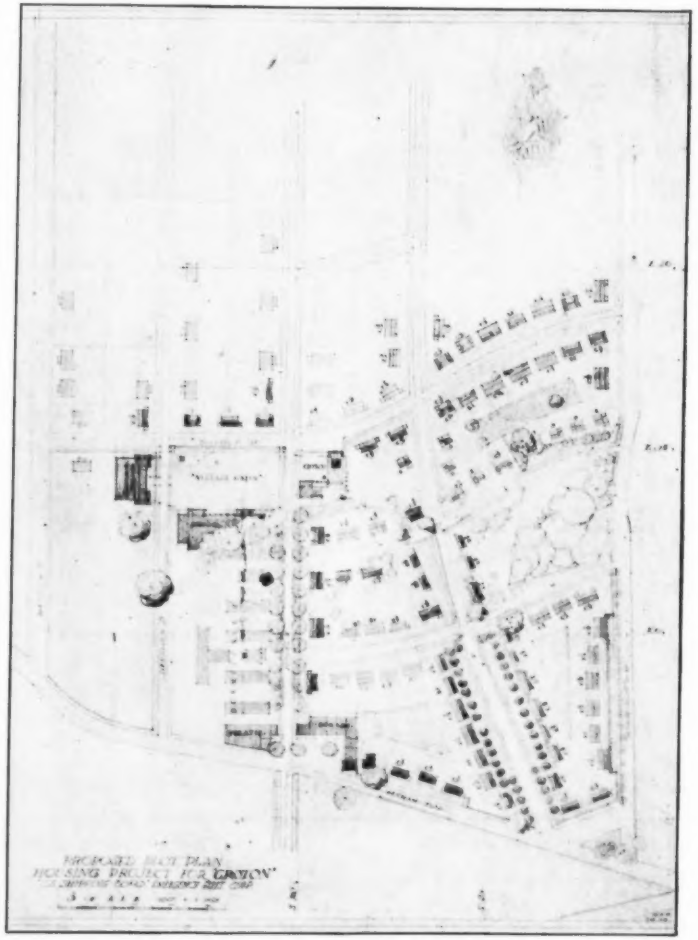
The proposed communal elements of the plan have been so located as to serve certain social aspects of the problem in which it seemed necessary to recognize a fairly well-defined separation between two distinctive groups of workmen whom it was intended to house in the project. The location of the communal buildings has been so considered as to bring together these elements in a voluntary and natural manner without forcing an unnecessary intermingling at all times. The location of the stores will be found most convenient to a large proportion of the population, while the village green is placed upon a level plateau considerably above and removed from the store center and dormitories without being sufficiently distant to interfere with the continuity.

This whole arrangement permits a rather unusual and happy freedom in the treatment of what is essentially the main approach of the property along the diagonal roadway near the right-hand side of the plot. The approach is marked by an arrangement of houses, removed from the busy road intersection by a simple intervening bit of green, and leading into a somewhat formal court of houses in which the planting of large, spreading elm trees will eventually realize the typical New England village street indicated in two of the illustrations. The portion of the property flanking each side of this courtway is virtually flat and open, with only such groups of trees as have been particularly indicated at its inner terminus. At the intersection of the first lateral street, the land begins to rise gently and is interspersed with large forest trees, the ground on the right being somewhat low and covered with a dense growth of forest. A second lateral roadway follows the foot of a decided hillside, while the main roadway passes up the hill to the tableland above.

Every effort has been made to retain the naturally attractive elements of the site, with the result that very little new planting or other embellishment will be essential to offset the lack of homelikeness so difficult to overcome in a general housing development of this nature.

While the prevalence of open spaces, both within and without the property, would not suggest the necessity of additional communal spaces, it is the intention to propose the development of common rear-yard plots which may become available, either for allotment gardens, playgrounds, or garage locations.

Groton also presents a variation in technique which is of interest, since it is an example of the application of a community plan to part of a larger area which had already been planned and where the utilities were already available. Undoubtedly, the result will contribute much toward the further development of the contiguous area. Thus, in every way, this particular project has an interest which is unusual, since it denotes the beginning of an advancement of our knowledge of how to plan communities. Naturally, there can be no present summing up of the degree of this advancement. The true test will be the future attitude of those who live in it, and for that we must wait for time to determine. But the method by which the project was approached and executed is significant of the changes to come in the building industry as a whole.



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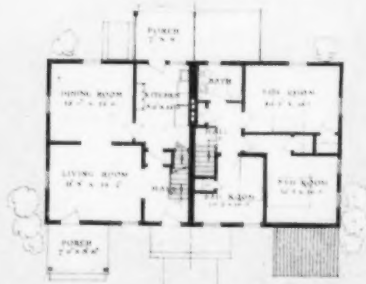

FIRST FLOOR PLAN SECOND FLOOR PLAN

THE EMERGENCY FLEET CORPORATION U·S·S·B
HOUSING AT GROTON CONN

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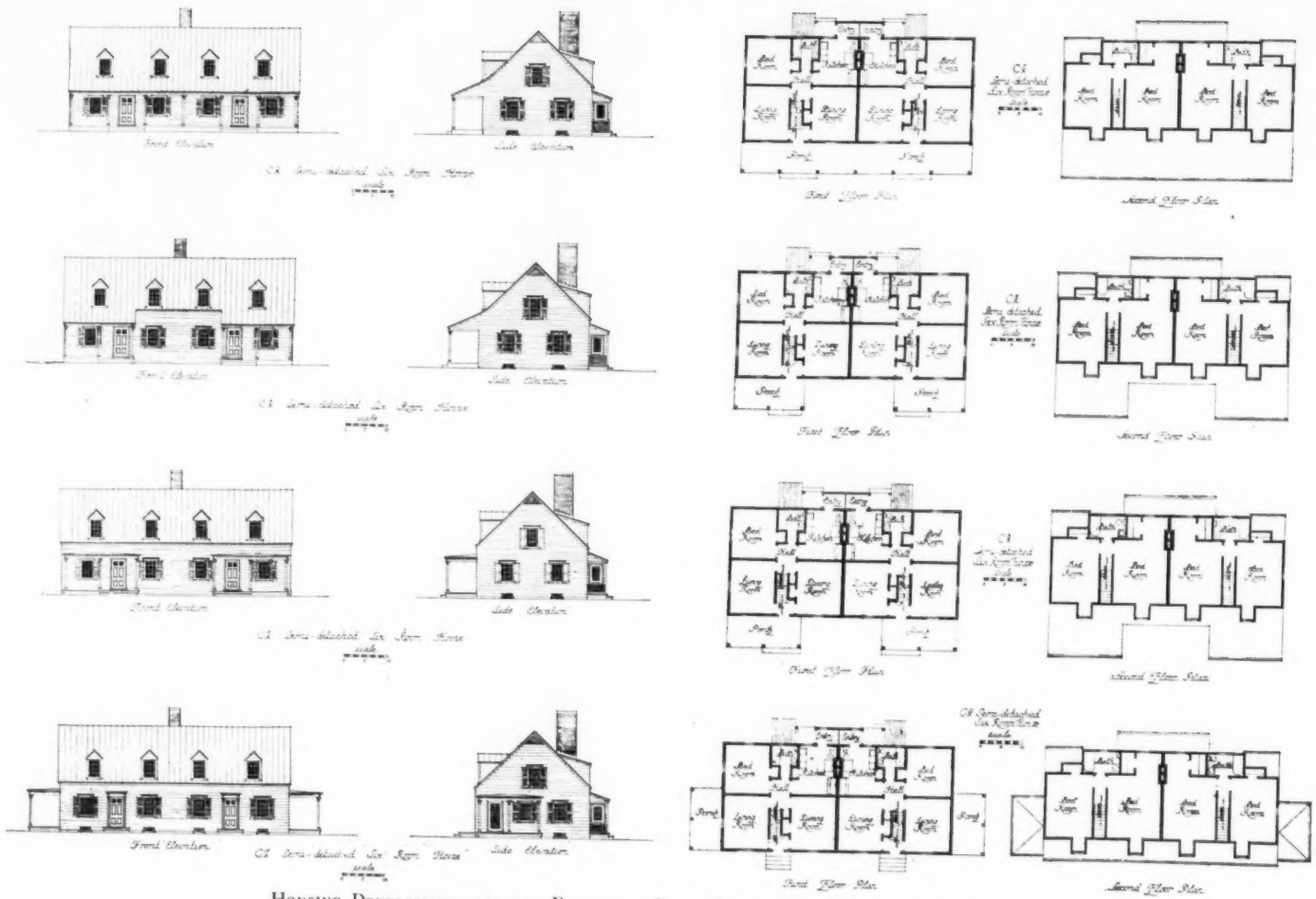

HOUSING DEVELOPMENT FOR THE EMERGENCY FLEET CORPORATION AT GROTON, CONNECTICUT
Eugene H. Lang, Collaborating Architect in Design

SEMI - DETACHED HOUSE

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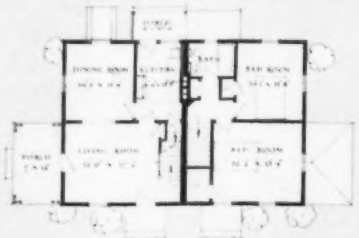


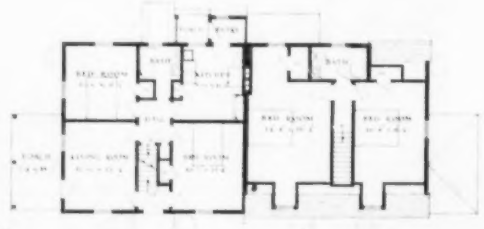
FIRST FLOOR PLAN SECOND FLOOR PLAN

THE EMERGENCY FLEET CORPORATION U·S·S·B
HOUSING AT GROTON CONN

EUGENE J LANG ARCHITECT NEW YORK N Y

SEMI DETACHED HOUSE

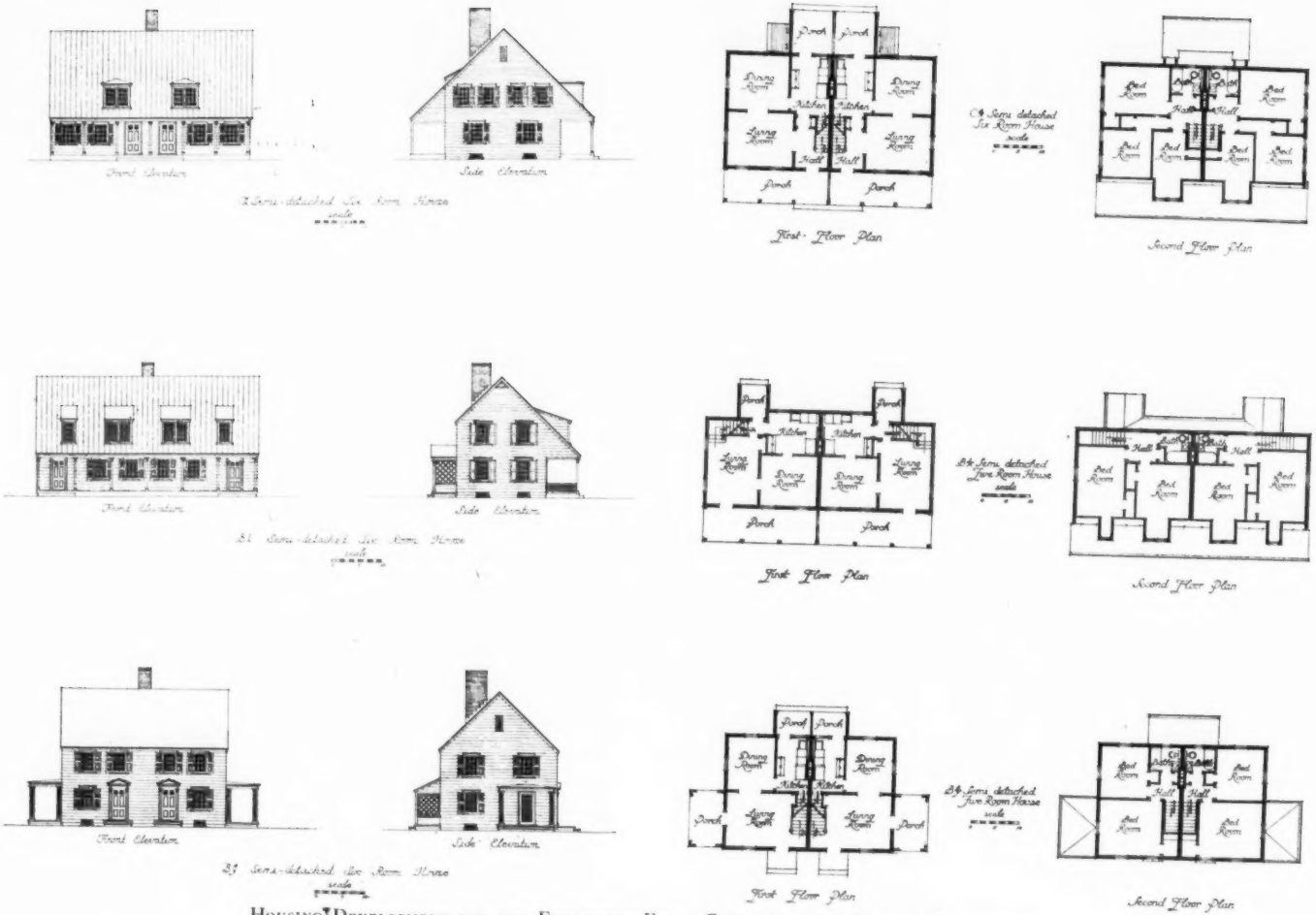
Scale ... Feet



FIRST FLOOR PLAN SECOND FLOOR PLAN

THE EMERGENCY FLEET CORPORATION U·S·S·B
HOUSING AT GROTON CONN

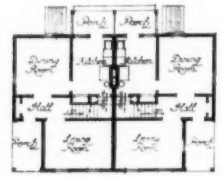
EUGENE J LANG ARCHITECT NEW YORK N Y



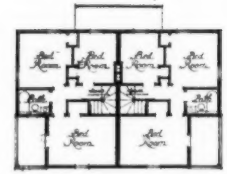

HOUSING DEVELOPMENT FOR THE EMERGENCY FLEET CORPORATION AT GROTON, CONNECTICUT
Eugene H. Lang, Collaborating Architect in Design

Front Elevation

Side Elevation



First Floor Plan



Second Floor Plan

C4
Semi detached Six Room House
scale

Front Elevation

Side Elevation

First Floor Plan

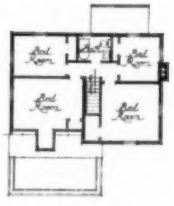
Second Floor Plan

D4 Detached Seven Room House
scale

Front Elevation

Side Elevation

First Floor Plan

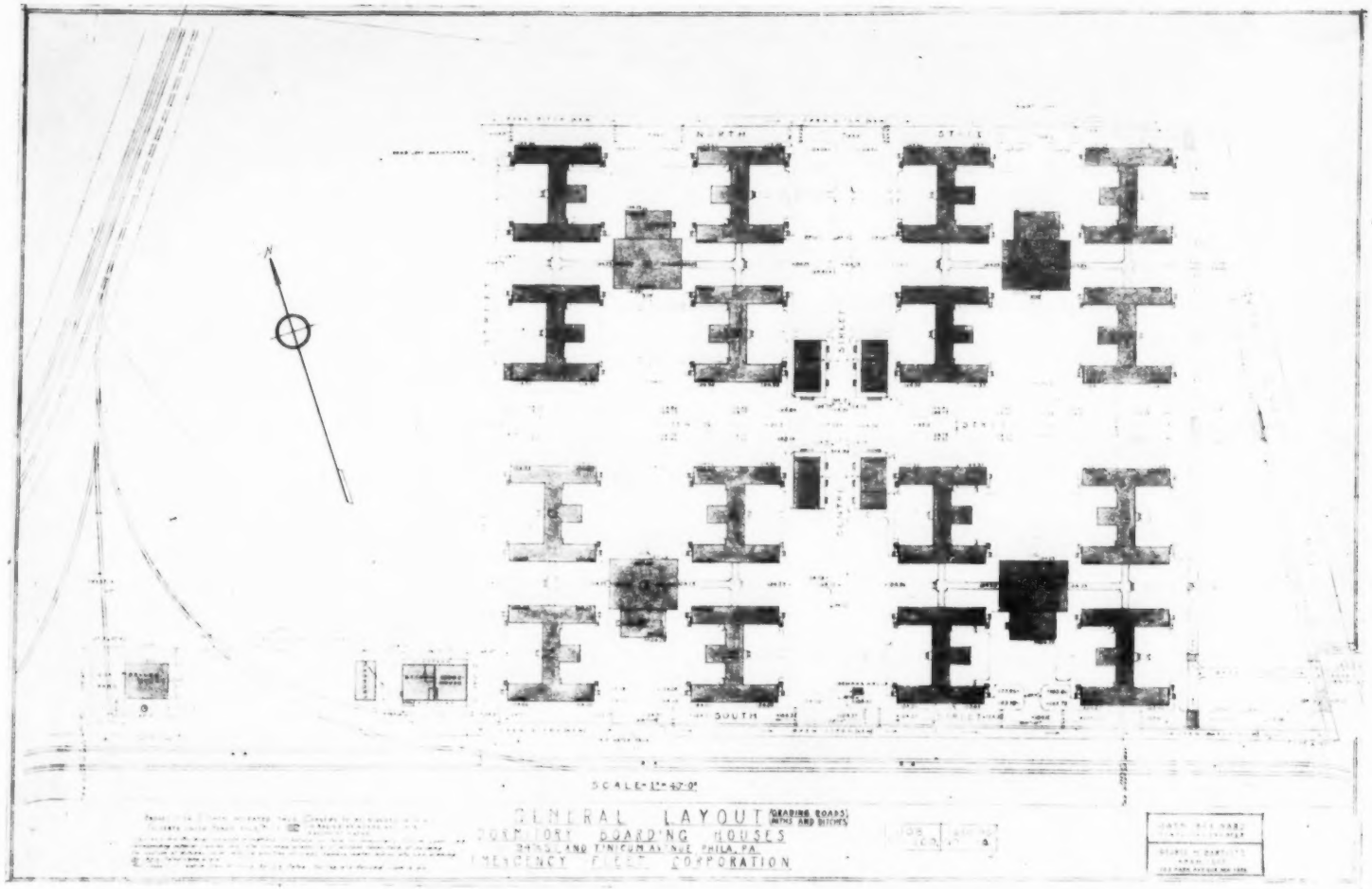


Second Floor Plan

$E^1_x$ Detached Eight Room House

$E^1_x$ Detached Eight Room House

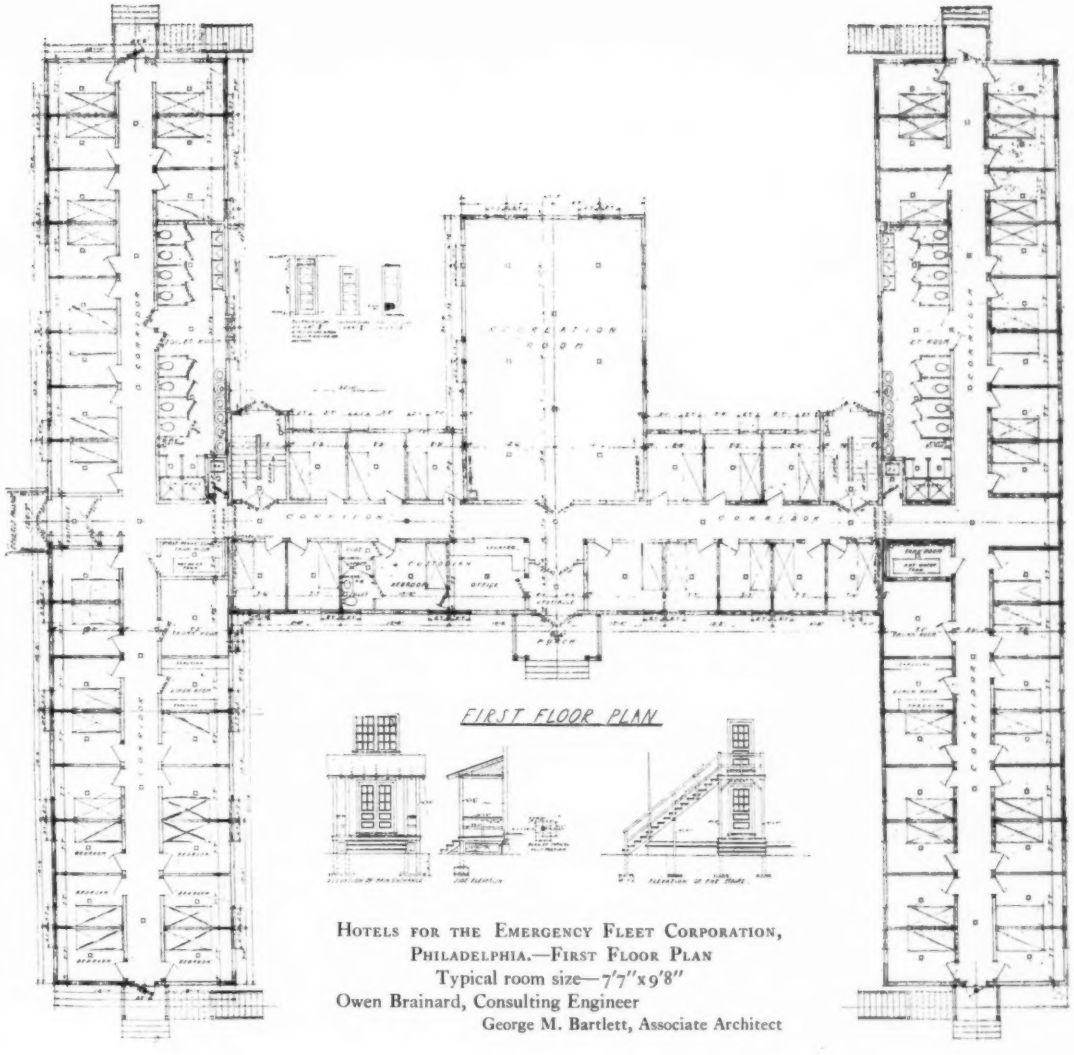
HOUSING DEVELOPMENT FOR THE EMERGENCY FLEET CORPORATION AT GROTON, CONNECTICUT
Eugene H. Lang, Collaborating Architect in Design




Owen Brainard, Consulting Engineer

HOTELS FOR THE EMERGENCY FLEET CORPORATION, PHILADELPHIA.—GENERAL LAYOUT

George M. Bartlett, Associate Architect



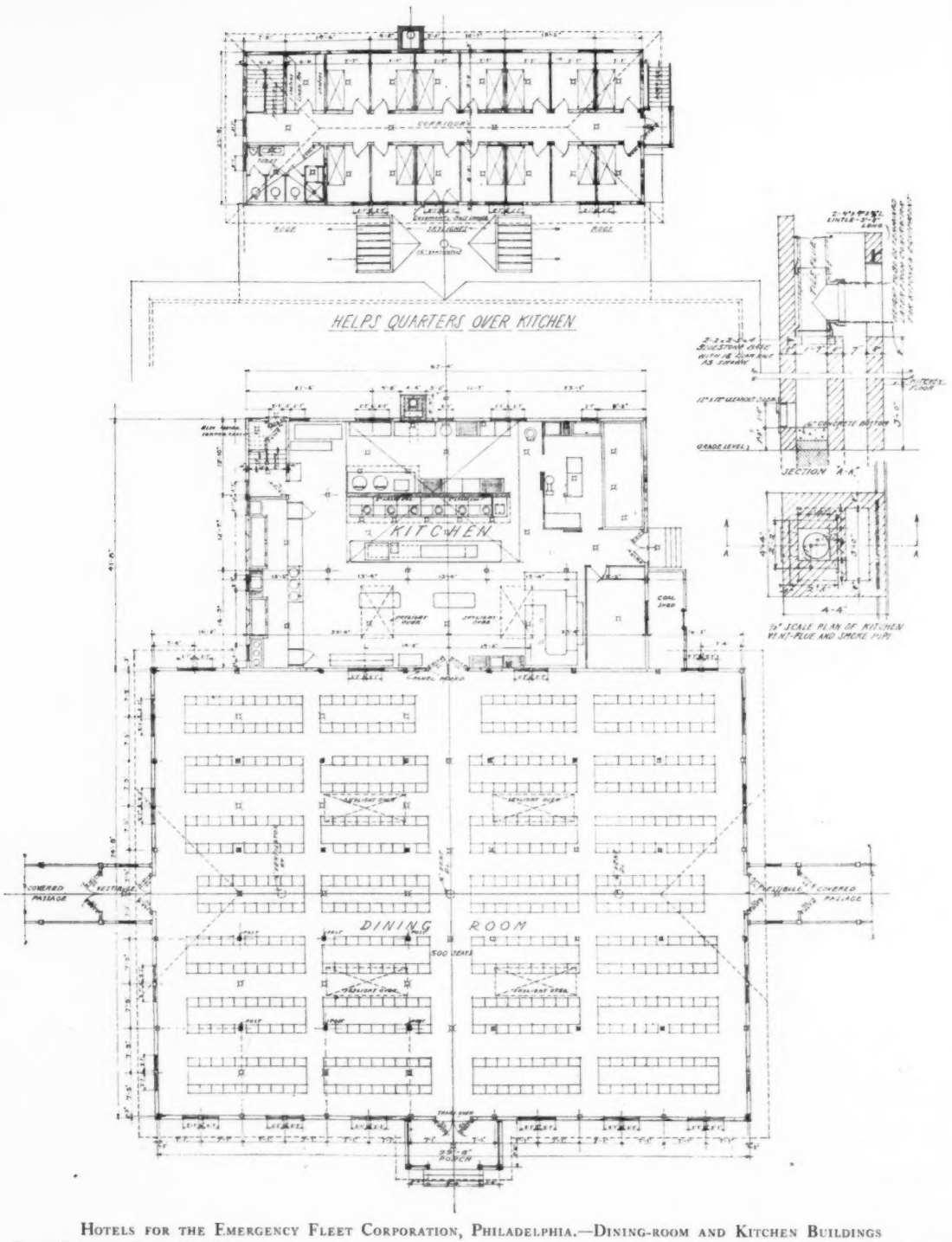

HOTELS FOR THE EMERGENCY FLEET CORPORATION,
PHILADELPHIA.—FIRST FLOOR PLAN
Typical room size—7′7″x9′8″
Owen Brainard, Consulting Engineer
George M. Bartlett, Associate Architect

# Emergency Fleet Corporation Hotels

## Program

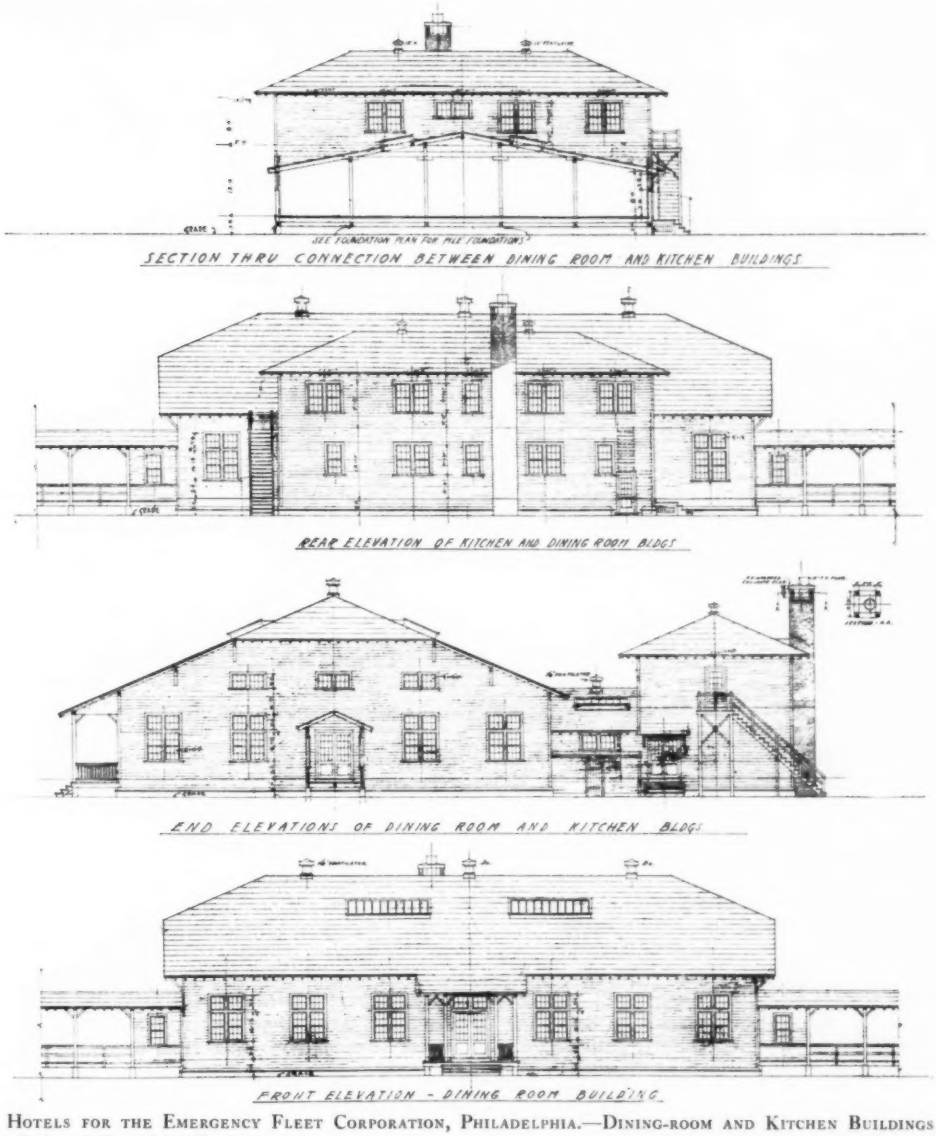
In providing for the housing of single men or men without families, as a war emergency, barracks of the Army type were extensively built in plant-yards or near plants. These proved to be wholly inadequate. The men were too much restricted. The barracks were uncomfortable and unsanitary. Boarding-houses in permanent housing groups did not meet the requirements, as the proportion of boarding employees is much larger in the new war-industry plants than in established plants in established communities. Thus the problem resolved itself into hotels or large boarding-houses, as they could be built in large units, rapidly constructed, and could, if desirable, be managed and operated directly or under close supervision of the plant authorities. A further advantage was, that under such management there would not only be a control of the character of occupancy, but a prevention of rent-profiteering by proper regulation of prices. Experience also made desirable the placing of these hotels near plants, that is, within walking distance.

A program based upon these features was approved by the Emergency Fleet Corporation and by the officials of the American International Shipbuilding Corporation, for housing some 2,000 men at Hog Island. The plan was developed on the principle of one man to one bed in one




HOTELS FOR THE EMERGENCY FLEET CORPORATION, PHILADELPHIA.—DINING-ROOM AND KITCHEN BUILDINGS

Owen Brainard, Consulting Engineer — George M. Bartlett, Associate Architect


SECTION THRU CONNECTION BETWEEN DINING ROOM AND KITCHEN BUILDINGS
REAR ELEVATION OF KITCHEN AND DINING ROOM BLDGS
END ELEVATIONS OF DINING ROOM AND KITCHEN BLDGS
FRONT ELEVATION - DINING ROOM BUILDING

HOTELS FOR THE EMERGENCY FLEET CORPORATION, PHILADELPHIA.—DINING-ROOM AND KITCHEN BUILDINGS

Owen Brainard, Consulting Engineer — George M. Bartlett, Associate Architect

room with one window. General toilet and washrooms to be located in each wing on each floor, not more than 100 feet from extreme room.

## Construction

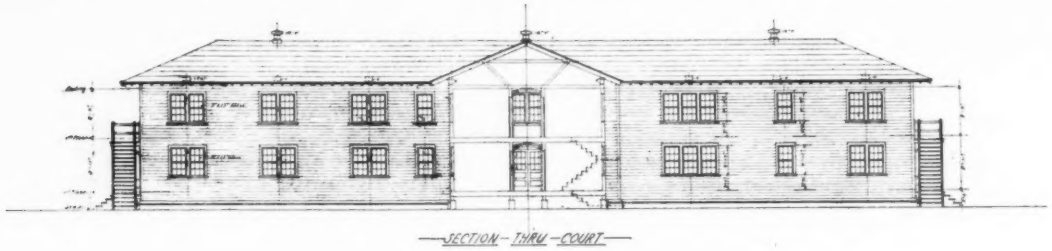
It was determined that construction should be of wood throughout, and not more than two stories, three stories being deemed too hazardous in case of conflagration. The emergency demanded a type of construction that could be rapidly accomplished.

The roofs were covered with heavy sheets of asphalt-impregnated felt. The outside walls are of novelty siding, and the inside wall surfaces of wall-board, ¼ inch in thickness, the joints being covered with 1¼ x ¼ inch battens.

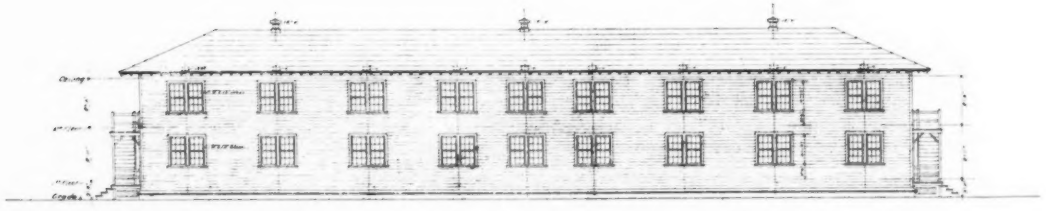
All exterior and interior surfaces were painted, with particular attention to the floors, where painting is more necessary than on walls.

## Fire-Protection

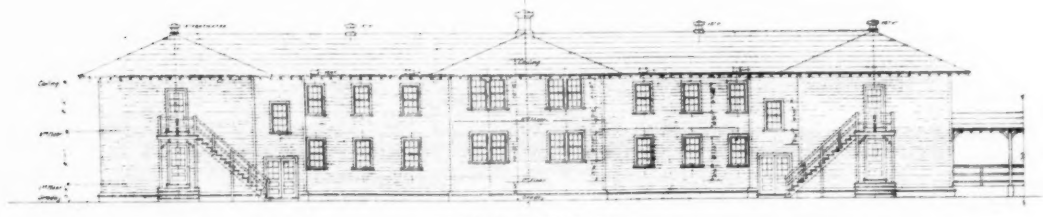
This is furnished either by apparatus at the plant or by a separate fire department in the group. Fire-exits were provided at the ends of each wing, and fire-alarm boxes are located at frequent intervals in each corridor. Fire-



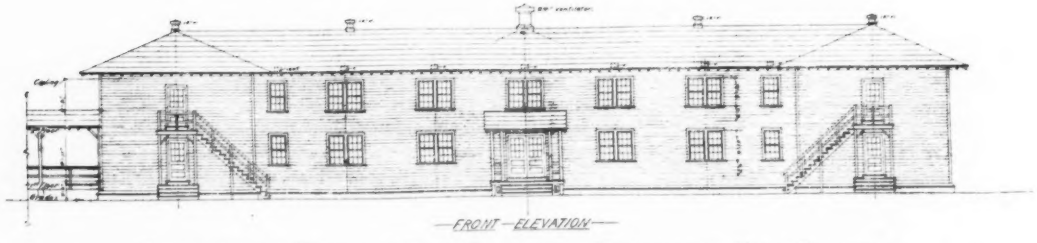
—SECTION—THRU—COURT—



—SIDE—ELEVATION—



—REAR—ELEVATION—



—FRONT—ELEVATION—

HOTELS FOR THE EMERGENCY FLEET CORPORATION, PHILADELPHIA.—HOTEL ELEVATIONS

Owen Brainard, Consulting Engineer — George M. Bartlett, Associate Architect

breaks were planned by ample space between each unit, but these were afterward reduced by restriction of the site and a requirement that the original units be enlarged.

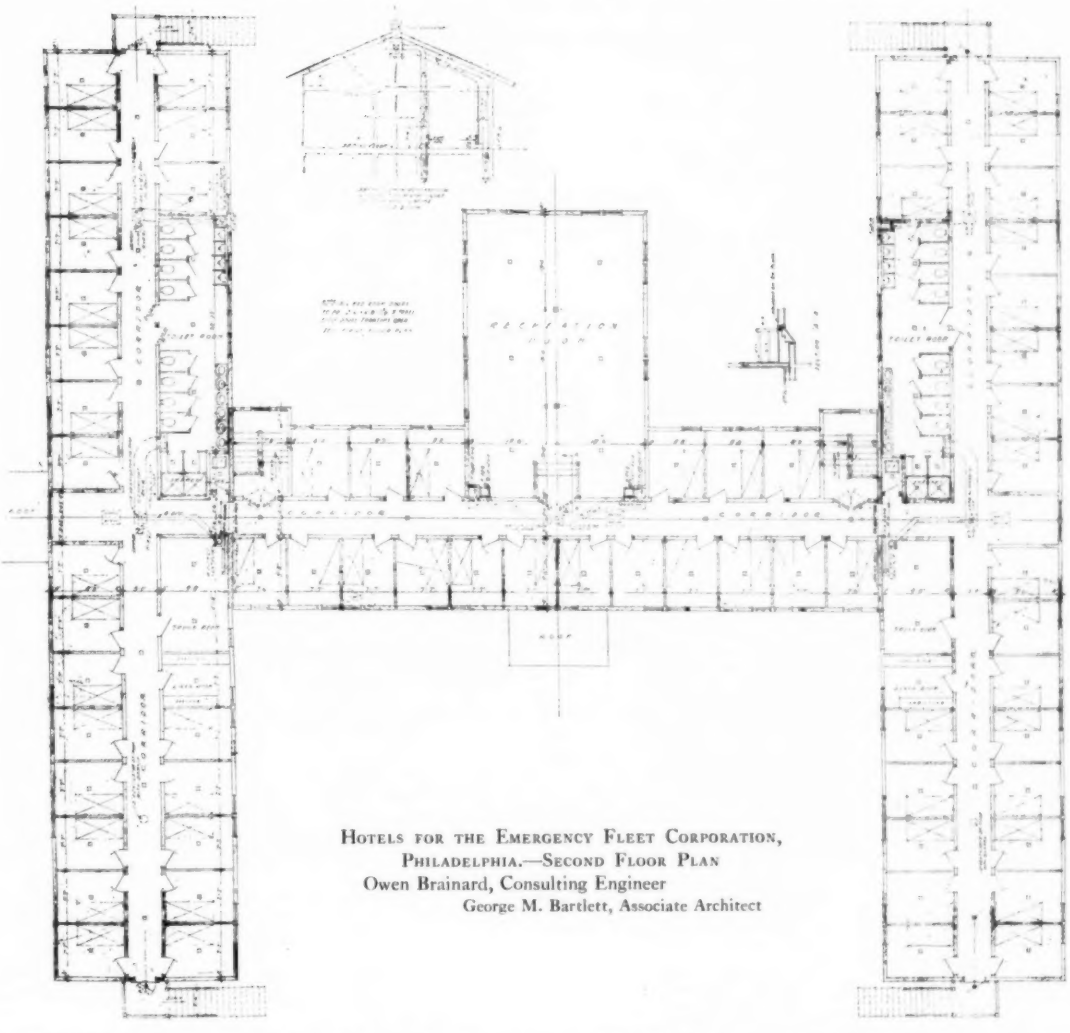
## Heating and Ventilation

The heating is by direct steam, with small coils in each room, supplied from the central plant. Ventilation is provided by the windows and by a transom over the door of each bedroom. There is a ventilated air-space between the second-story ceiling and the roof. This is an important feature, particularly in the climate of Philadelphia or south of it, and in this case proved that the rooms could be kept comfortable during the hottest weather of last summer.

## Accessories

Each group of four bedroom units (125 each) was placed around a central kitchen, with a dining-hall capable of accommodating 500. The kitchens have first-class equipment, so that any grade of food may be served. The dining-rooms are arranged for waiter service (not "cafeteria"). The bakery is in a separate building, as is also the laundry, which does the work for the regular occupants and guests.

# EMERGENCY FLEET CORPORATION HOTELS

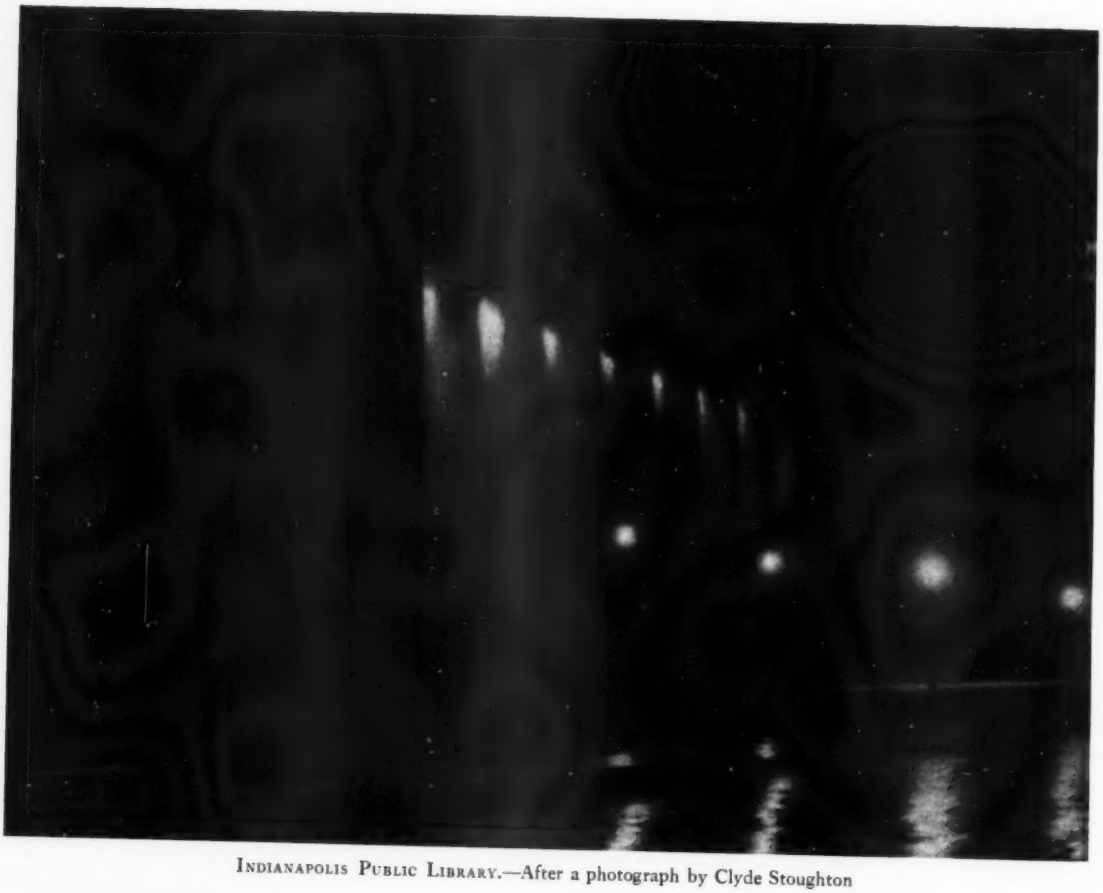


HOTELS FOR THE EMERGENCY FLEET CORPORATION,
PHILADELPHIA.—SECOND FLOOR PLAN
Owen Brainard, Consulting Engineer
George M. Bartlett, Associate Architect

There is a recreation room on each floor of each unit of 125 rooms.

In the center of each group is a store building, with shops for the shoemaker, tailor, barber, as well as for the sale of confectionery and tobacco. An extension of these features will probably be necessary, although it is not desirable in this plan, owing to the restricted space and the increase of fire-hazard by addition of these buildings. The group is of four units of 500 rooms each, making a total of 2,000.

While this project provides housing to meet a temporary emergency, and must not, therefore, be confused with permanent work, it embodies new principles well in advance of the temporary housing often found necessary even in times of peace, and there can be little doubt that the increased comfort yields a more than adequate return, as measured in production, and a still greater return in a higher standard of life. We understand that similar solutions have been adopted by the Emergency Fleet Corporation for like problems at other points.



INDIANAPOLIS PUBLIC LIBRARY.—After a photograph by Clyde Stoughton

# The Construction Division of the Army

By V. A. MATTESON

[Of the Construction Division of the Army]

THE greatest building organization the world has ever seen, which has undertaken a larger building program than ever before undertaken in any country, and which, within little more than a year, has spent over $700,000,000, or an amount greater than that spent for buildings in a like time in over one hundred of our largest cities, is naturally an object of interest to architects. Such an organization is the Construction Division of the Army.

It is difficult for the layman to comprehend the magnitude of the work of this organization. The Navy, the Engineer Corps of the Army, and the U. S. Housing Corporation, each is engaged in large building operations, some in this country and some abroad, but the work of all these combined does not equal the amount of work being handled by the Construction Division, which is now charged with the responsibility for all building construction work for the Army in all its branches on this side of the Atlantic. It is said that, with the possible exception of the steel industry, no one of the great industries has been so completely absorbed into a Government agency as the building industry. Incorporated in this great coöperative organization are engineers, architects, contractors, material supply experts, building superintendents, landscape architects, surveyors, lawyers, accountants, expert purchasing agents, and experts in almost every conceivable line of industry, even bankers being found in the list. From a mere handful of men in June, 1917,—some thirty in all—who were gotten together to get the camps started, the organization has grown to the present personnel of something in the neighborhood of six thousand, over two thousand of whom constitute the Washington office.

## General Scope

The popular notion is that the work of the Construction Division consists principally of the design and construction of a jumbled-up collection of unpainted shanties, for some reason unknown to the popular mind, called "cantonments," and which nearly every carpenter in the country thinks could be very much improved in design and construction. As a matter of fact, for the period between November, 1917, up to nearly the present time, these cantonment buildings have been a very minor part of the work handled, which has consisted of every conceivable form of building, including storage warehouses, ports of embarkation, port terminals, manufacturing plants, munition plants, special and mysterious plants for the Ordnance Department and Bureau of Mines, Chemical Research Laboratories, housing projects, Coast Defense fortifications, aëronautical projects, Signal Corps work, enormous hospitals, and now, more camps. For obvious reasons the number and size, and even the purpose, of many of these buildings cannot be stated, but nearly every field of building endeavor has been included, and the materials used have been of every kind and description suitable. In fact, it has been the endeavor to utilize materials of all kinds, even in a few instances materials that might not be considered the most suitable, in order to keep the building industries going, and not to overtax any one particular industry or source of supply. Handling and mobilizing the enormous quantities of material required has been one of the important problems, and the matter of transportation has been handled with great skill. Enormous quantities of material, particularly lumber, have been kept moving across the country; in many cases the destination has not been known at the start, but it was given a push in the right direction, and before landing anywhere, the materials were shunted to the proper location. This has required fast work, but, on the whole, there have been very few mistakes or delays. The materials have usually been on the ground when wanted.

## The First Organization

The Construction Division started as an offshoot of the Construction and Repair Division of the Quartermaster General's Office, a division the duties of which in peace-times were to do such building and repairing as was necessary for the housing of men and quartermaster's stores. When the cantonments were decided upon, the work was naturally entrusted to this division, and a special branch of it was quickly developed and called the "Cantonment Division." This child quickly outgrew the parent, was separated from the Construction and Repair Division, and made a distinct Division of the Quartermaster Corps. Some time later—in February, 1918—the Construction Division was separated from the Quartermaster Corps and made a separate division of the Army, directly under the Secretary of War. Even before this time, all the building work of the Army had been consolidated under its supervision.

In May, 1917, Col. Littell was detailed by the Secretary of War to take charge of the construction of camps and cantonments for the increased Army then contemplated. He was at that time in charge of the Construction and Repair Division of the Quartermaster General's Office, having as assistants, Capt. W. H. Oury and Capt. R. C. Marshall of the Regular Army.

The Construction and Repair Division consisted of a Clerical Branch and a Technical Branch, composed of about thirty architectural draftsmen and engineers under the direction of Francis B. Wheaton, Advisory Architect for the Quartermaster Corps.

## The Housing of Troops

Beginning with the time of the Texas manœuvers, and continuing all through the period of the Mexican Border trouble, the question of rapidly housing troops in the field had been given a very considerable amount of study by the Technical Branch of the office, and a series of

temporary buildings had been designed and plans therefor were prepared and accompanied by schedules of the necessary materials, for which it was expected they could be erected, if necessary, by soldier labor. These plans were all for one-story buildings of the simplest type and were based on an allowance of about 35 square feet of floor-space per man. They were prepared with the idea of housing the small units into which the Army was divided at that time. As soon as it became evident that a great expansion of the fighting force must be made, the types of buildings used in England, France, and also in Canada, were taken up and considered, and it became evident, as more knowledge of the probable size of coming units was obtained, that it would be necessary to use two-story buildings in order to save ground-space, and on this basis a set of cantonment drawings was started and pushed rapidly to completion.

About this time, principally through the activities of the Committee on Emergency Construction, Council of National Defense, a number of prominent architects, engineers, and landscape architects generously volunteered their services, and the planning of the cantonments and the development of the drawings of the buildings was continued with their assistance. Conspicuous among these men were Frederick L. Olmsted, Jr., and Messrs. Post, Ford, Woodruff, Goodrich, Butler, Ihlder, Stevens, Metcalf, Fuller, and Hill. Shortly after the two-story type of barracks was developed, the Surgeon General's Office took a hand, and later the drawings were practically all made over again, but many of the details worked out by this committee of architects are still in use. The buildings themselves have since been redesigned several times, due to various conditions arising from time to time, the chief of which was the change in the size of the Army units. As the problem developed and the size of the undertaking increased, many buildings not thought of in the spring of 1917 have since been added. The Council of National Defense still keeps a paternal eye on the activities of the Construction Division. All contractors are selected, or at least approved, by the Committee on Emergency Construction, and the War Industries Board controls the use of all materials.

## Expansion

It early became evident that the force of the Construction Division, both clerical and technical, was too small to handle the project before it, and an immediate expansion was decided on. Frank M. Gunby, of the Charles T. Main Company, of Boston, Robert H. Hamilton, of the Stone and Webster Company, of Boston, M. J. Whitson, of Seattle, formerly of the Grant-Smith Company, P. Junkersfeld, of the Commonwealth Edison Co., Chicago. and Maj. W. A. Dempsey, Officers' Reserve Corps, were immediately added.

The above, with the Advisory Architect, Francis B. Wheaton, were commissioned as majors in the Officers' Reserve Corps. Under Col. Littell with Capt. Oury and Capt. Marshall as assistants, the office was divided into an Engineering Branch, under Frank M. Gunby; a Materials and Purchasing Branch, under R. H. Hamilton, and an Accounting Branch under Major Dempsey. To these was added a Legal Branch, under Maj. Evan Shelby.

In the beginning, the task of selecting sites for camps and cantonments was delegated by the Secretary of War to the commanding officers of the various military departments, and it soon became evident that the acceptance of sites would, in many cases, not be made until the time had come when it was absolutely necessary to commence active building operations, thus leaving no opportunity for the office force to familiarize itself with the various locations. It was, therefore, determined that a typical layout, representing an ideal camp arrangement, should be made in Washington, and that this should be sent out as a guide to Constructing Quartermasters who would be placed in charge of each of the building operations. These Quartermasters were provided with engineer assistants qualified as town-planners, who were charged with the particular duty of fitting the ideal arrangement to the ground available. Considering the limited time at the disposal of the Division, this plan worked out very well.

## Present Organization

The organization of the Division is, to architects, engineers, and builders, probably one of its most interesting features. The head of the organization, Brig. Gen. R. C. Marshall, Jr., is known as the Chief of the Construction Division. Directly responsible to him are seven Divisions, namely: Building Division, Engineering Division, Procurement Division, Administrative Division, Contracts Division, Accounting Division, Maintenance and Repair Division. Each of these seven Divisions has its own complete organization and management, and has duties such as its name implies.

To the readers of this paper the first two branches will be of greatest interest, but it should be pointed out in this connection that one of the features of the Construction Division to which it owes its great success is that the organization depends equally upon the other five branches for the complete functioning of its endeavors. The organization would be incomplete—its work would not be accomplished—if any one of these branches were lacking.

## The Building Branch

The Building Branch is that department which has to do with the actual work of construction. It may be compared with the contractor in civil work. Directly responsible to its executive officers are the six sections into which it is divided. Into these sections are grouped all the construction activities of the Army. At present two sections are devoted to camps and cantonments. Among the rest are divided: Quartermaster depots and terminals, ordnance depots, proving-grounds, Signal Corps and military aeronautics, forts and coast defense, manufacturing plants, housing, hospitals, and miscellaneous. Each of these six sections has an executive officer, and a cabinet composed of an administrative officer, engineer, liaison officer and a materials expeditor. Attached to each section are a number of "supervisors," each with a complete office organization. Each of these supervisors has direct charge of a group of field operations and their offices are the points of contact between the forces in the field and Washington headquarters. Each project is in direct charge of an officer in the field, known as the "Officer

in Charge of Construction" or the "Constructing Quartermaster" (the latter name is a relic of the Cantonment Division days). He is in absolute charge, has entire responsibility for running his projects, is the supreme boss of the job in all matters pertaining to construction, and reports only to the supervisor in the Washington office in whose group he belongs. The responsibility for getting the work done really devolves upon the Constructing Quartermaster. The contractor is not selected by him, the materials are principally ordered through the Washington office (the Materials Branch), the essential drawings are furnished to him from Washington, and general policies are formulated for him at Washington. With these exceptions, everything else is about up to him. He is responsible for the accounting, for the money and its disbursement, for the efficiency of the contractor, for the manner of handling the job. He has a complete office force, including a field engineer with a corps of draftsmen. Much of the drafting, especially of details, is done in the field, based upon the general drawings and policies laid down by the Washington office. Such, in general, is the organization of the Building Branch.

## The Engineering Branch

The Engineering Branch is organized upon somewhat simpler lines. It has executive or administrative officers in charge of its activities, but it is very closely associated with the Building Branch, in fact. The Engineering Branch is charged with the work of furnishing plans and specifications of projects, developing typical details and policies, passing upon the suitability of materials, furnishing surveys, expert information as to the utilities, estimates, and bills of materials. Quantity surveys are made, and a great deal of work is done in connection with the preliminary information necessary to obtain authorization. In fact, it performs about the usual functions of an engineers' office, with the exception of the supervision of the work. The department has no control whatever over the work in the field, a condition which has both advantages and disadvantages, depending somewhat on the point of view.

In addition to its executive or administrative heads, the Engineering Division consists of the following departments, most of which are equipped with complete drafting forces: Advisory Architect and Advisory Engineers on the following subjects: Camp-planning, water-supply, fire-protection, electric power and illumination, heating and plumbing, sewerage and sanitation, mechanical equipment, refrigeration, transportation (roads and railways).

Included, also, is a department of materials schedules, an estimating department, and architectural and engineering drafting-rooms.

## Coördination

The work of these various departments is coördinated through the office of an expediting officer, assisted by a corps of special engineers, which department acts as the nerve-center of the Engineering Branch. The Expediting Office is divided into sections which correspond to the sections into which the Building Branch is divided, with an expediting engineer in charge of each section. Each of these engineers is equipped with a number of assistants, in constant touch with the advisory engineers on the one hand, and the offices of the supervisors of the Building Branch on the other. It is through the operations of these expediting engineers that the machinery of the Engineering Branch is set in motion on each project, the operations of the various departments coördinated, and the preliminary data gathered upon which final authorization is based, as well as the necessary data upon which actual construction by the Building Branch is executed. They are expected to be thoroughly conversant with all the details of each project, so far as the work of the Washington office is concerned. When it is realized how many different interests are served by the Construction Division, and how many different departments are concerned in each project, such as a camp, for instance, and how each of these must be consulted before final decision is made on any matter, it will be realized that much work and responsibility falls on these men.

## Procurement Division

The branch called the "Procurement Division," formerly the Materials and Transportation Branch, is organized along more complicated lines than either the Building or Engineering Branches. It is first divided into two principal sections: Procurement and Delivery. These, in turn, are each subdivided and again subdivided. The work of procurement, inspection, transportation, expediting, both in the office and in the field, involves a fascinating field of organization. This, however, is not of immediate interest to architects, and it would take too much space to go into in detail in this article.

The other Branches are organized, each according to its special work, and each with a well-defined plan of operation.

## Policies

The organization, policies, and operations of the Construction Division is being handled by capable men whose experience and training has been with large and successful commercial organizations. Such business concerns are apt to handle their problems with a somewhat different point of view from that to which professional engineers, and, particularly, most architects, are accustomed. The need for getting things done quickly, above everything else, has been the paramount consideration, and there is no doubt but that the methods used have been successful in this respect.

## Architects and Architecture

There are several questions of interest to architects which have developed in connection with the activities of the Construction Division since its organization. One of these questions is, to what extent have the services of architects been utilized? The answer to this depends largely on the definition of the word "architect." Unfortunately, the policy of the leaders in our profession, our Institute, our schools, and our societies for many years has not tended toward a broadening of the scope of the profession, but rather has kept it within very narrow confines. The tendency has been toward the elimination of many branches which, as a matter of fact, are a part of the art and science of building. By a sort of process of disintegration, various fields of endeavor have been

started in the past half-century which we have been responsible for saying were not architecture but engineering in some form. The result is that the term "engineering" covers a multitude of activities, but the term "architecture," which should be the broader term, has been confined to very narrow limits. It has been decreed by ourselves that, in order to be architecture at all, our work must have some claim to relationship with "art." Science has been used in connection with the work of the Construction Division, but not much, if any, of what is commonly called "art" (with a capital A). Therefore, by our own definition, by the limitations we have ourselves set, by public opinion, which we have molded, and by our own narrow conception of what a "master builder" should be, architects, according to popular definition, have not been of much service to the Construction Division, as compared with those who are commonly called engineers. On the other hand, if we consider that any man who has knowledge of the art and science of building, who puts that knowledge to practical, professional service, as a master builder, is an architect, then we may say that the Construction Division is almost entirely composed of the most able architects that the world has produced. Men expert in almost every line of construction and in every special field of endeavor in connection with building construction are to be found at work in this Division. It so happens that these men are called structural engineers, electrical engineers, sanitary engineers, etc., instead of architects who specialize in these particular branches of the master builders' profession. (It may not be amiss to remind our readers that that class of work now handled by men whom we ourselves now call "sanitary engineers" was at one time in the history of building handled by carpenter-architects.) These engineers developed with the development of building. Architects alone have not. The public has been taught to consider an architect to be a man who knows something of the practical side of construction, but principally a designer of artistic things, who gets someone else to construct them —a man who puts the "gingerbread" on the engineer's construction. The situation is deplorable, but a fact, and a condition, for which we have no one but ourselves to blame.

The second question which is asked is, How is this war-work going to affect the architectural profession after hostilities are over and the country settles down to normal conditions? Are we going to go back and open up our offices and continue to practise the "profession" as before? Or are conditions going to change and necessitate a new method of handling work? It looks to the writer of these lines very much as if there would be some change, and that it will be welcomed by everybody. Just what shape it will take is, of course, impossible to forecast. It would appear, however, that a considerable coördination of the work of the engineer and architect (to use present terms) will take place, and also a certain absorption of the work of the contractor with these. The success of the Construction Division as a practical, workable organization, its widespread influence, the magnitude of its operations and the practical success of its methods will surely have an effect that will be felt by the building industry in the future days of peace.

# Housing in the British Isles

A STRIKING example of the close relationship which war has shown to exist between the various human activities that have hitherto been dealt with as isolated fragments of the great social, economic, and political problem, is found in the following statement culled from a recent and most interesting report on the subject of education in England:

## Education and Housing

*"Opportunities for education depend to a considerable degree upon the character of the houses in which the people live. The unsatisfactory condition of working-class housing, as regards both quality and quantity, in town and country alike, is now realized on all hands. This problem, though accentuated by causes arising out of the war, existed even before the war in acute form. Nearly half the population of England and Wales (48.2 per cent) before the war were living in houses with more than one person per room. There were 39.1 per cent of the population housed in tenements with over one, but not more than two, persons per room, whilst one in eleven of the population (9.1 per cent) were crowded more than two in a room.†

"Serious as these figures are, the Scottish returns are even more serious. In Scotland, 43.6 per cent of the population were in 1911 living more than two in a room, over a fifth (21.1 per cent) were living more than three in a room, whilst one in every twelve (8.3 per cent) were living under such conditions of overcrowding that there were more than four persons per room.*

"It is clear, therefore, that the majority of the people are badly housed. Even the best type of workman's dwelling is only too often inconvenient in its arrangement and lacking in reasonable accommodation. In the older houses, which so large a proportion of the working population inhabit, there is little privacy and comfort. Home-life, in consequence, must suffer.

"A Birmingham cabinet-maker says: 'We are not housed. There are only sleeping and eating compartments. Usually everything has to be done in one room, especially in the winter, as the expense of keeping more than one room warm could not be considered.'

"Such conditions, it is only too obvious, militate against the full use and right enjoyment of life. It is difficult, often, indeed, impossible, for badly housed men and women to develop intellectual interests, and where such interests have been developed, almost insuperable obstacles are offered to their full realization. The information submitted to the Committee on this question is unanimous in condemning existing housing conditions; and students,

*Ministry of Education, England. Interim Report of the Committee on Adult Education. Industrial and Social Conditions in Relation to Adult Education.

†Census of 1911 (Cd. 6910), Vol. VIII, p. x.

*Census of Scotland (1911), (Cd. 6896), Vol. II, p. 568.

teachers, and social workers are in full agreement as to the very serious handicap imposed on those who would wish, as one puts it, 'to do more than work, eat and sleep.' "

### The Housewife

The Committee also deals with the question of the housewife, and after a sweeping indictment of the burdens that have been heaped upon her by the industrial struggle, concludes with this observation: "For these reasons, an adequate scheme of housing reform is of vital importance to women, and upon it will depend in no small measure the extent to which they will be able to play their part in public affairs, and to develop the intellectual and social interests which will arise therefrom."

### More than Houses

And then the Committee comes to the question of something more than houses: "The question of housing is intimately concerned with that of town-planning. The problem is to secure that the whole physical environment shall be healthy and beautiful. To build improved dwellings on the old sites in the least healthy and the most depressing and crowded quarters of the town, cheek by jowl with the factory and the mine, is to defeat the object in view. We are, therefore, strongly of opinion that in urban districts schemes of housing reform should be considered in relation to town-planning.

"Too little attention has been paid in the past to the reaction of the physical environment upon the esthetic and moral standards of the people. Contact with ugly and depressing surroundings tends gradually to dull the finer senses, and people who, under more favorable circumstances would shrink from the drab and sordid environment of large areas in all our towns, become, through familiarity, oblivious of its ugliness. It is as important not to overlook the subtle degradation of mean and sordid surroundings as it is to remember the educational influence, none the less real because unconscious, of a clean, healthy, dignified and beautiful environment."

### Summary of Recommendations

**"We have approached the matters dealt with in our present Report from the human rather than the economic point of view. If the individual is to make the most of his powers, if the citizen is to be worthy of the responsibilities thrown upon him by the ever-increasing complexity of life in a modern community, in other words if education in any broad meaning of the term is to become a reality, certain definite conditions of life are indispensable. The paramount consideration is that of the individual as a member of society. Material progress is of value only in so far as it assists towards the realization of human possibilities. Industry and commerce and the social conditions which are in a large degree dependent upon them must in our opinion be regarded from this point of view, and if they cramp the life of the individual, no amount of economic argument will suffice to justify them. . . . We do not think, however, that there is of necessity a fundamental antagonism between ethics and economics. Adequate pay, reasonable hours of labor, the suppression of heavy, degrading, and monotonous forms of manual labor by machinery and improved processes, the provision of holidays, the introduction of human relations and of the social motive into industry, healthy homes and cheerful environment—these are the indispensable conditions of economic efficiency; they are also amongst the elementary rights to which the citizen, as such, and in virtue of his responsibilities, is entitled."**

In regard to the specific case of housing and the progress being made in England as to the establishment of an after-the-war permanent policy for the provision of decent homes and an adequate environment for the workmen of England, we quote liberally from the recent report to the Ministry of Reconstruction.

After a general survey of the question,* the Committee which made the report, comes to this conclusion: "4. Conclusion. In our opinion, therefore, it is imperative that the Government should secure within the first year after the war the building of sufficient houses for the working classes to make up the deficiency caused by the cessation of building and to supply some part of the rural needs."

"7. Conditions to be fulfilled. (*a*) That building be begun without delay after the conclusion of peace in order that the labour made available by demobilisation may be absorbed and unemployment prevented; (*b*) That the opportunity be taken for ensuring a good standard of design and layout; (*c*) That the houses are built in the localities where they are needed."

About this broad question, Mr. Ewart Culpin has the following to say in his article, "A National Programme," in the September number of *Garden Cities and Town Planning*.

" . . . the question 'where' is not merely one of site and aspect; it is not even locality. It goes much further. It means that no houses should be built except in accordance with a definite policy of national housing, designed to secure the utmost efficiency of the nation; that mechanical industry may be economically carried on; that the worker may be housed under conditions securing physical well-being, rest and recreation; that agriculture, the oldest of the industries, may not again be neglected. . . . Birmingham may say it requires ten thousand additional houses at once. But that is not the question; the question is, Is it for the national good that these houses should be erected at Birmingham? The answer may be affirmative or negative, but the question should be put and there should be such a record of national requirements and national possibilities as will enable an intelligent answer to be given. Because Blanktown says it wants five thousand houses, and is prepared to find the 25 per cent loss, is not the reason for supplying them there. What really matters is whether Blanktown can be developed on such scientific lines that its increase will prove beneficial both to reconstructed industry and a regenerated population, or whether these new industries which are expected to go to Blanktown should not be established with the five

*Ministry of Reconstruction. Housing in England and Wales. Memorandum by The Advisory Panel on the Emergency Problem.

thousand houses on a new site or around some small existing center and form the nucleus of a new town where the evil heritage of the past does not overwhelm, where land is cheap and unpolluted, and where the singing of the birds, and the trees and the flowers, which formed the charm of its rural condition, may be retained in its ordered growth because of development, upon natural and scientific lines."

(In connection with this question the committee then considers the cost of building and in the belief that high prices will delay house building, concludes as follows:)

"9. Conclusion. It will be clear then, that whatever other measures may be taken, no considerable number of houses will be built in the year after the war, unless financial aid is forthcoming from public funds, to make good the inevitable loss due to abnormal prices."

(If the conclusion about high building costs after the war is as well founded as it now appears, the result upon house-building would be either to delay it until prices dropped and leave workers in the slums where they are, or else build more slums which, even at the high cost of building, would still be profitable, since the rental charged could be high. Undoubtedly, unless checked, the tendency to build slums in the United States will be greater than ever before, immediately after the war, due to the high building cost.—EDITOR.)

"10. The task before the Government being of this magnitude it is evident that every agency which can fulfil the necessary conditions should, if possible, be utilized. These are: (*a*) Private Enterprise; (*b*) Public Utility Societies; (*c*) Local Authorities; (*d*) The State.

"11. *Private Enterprise.* About 95 per cent of houses in the past have been built by private enterprise in the form of speculative building. In the case of working-class houses, this form of building has shown a tendency to diminish, and abnormal conditions apart, the expectation that it would continue to provide the necessary number of houses in the future would not be justifiable. In rural districts private enterprise in the shape of estate building by owners of land has done something, but as has been pointed out, speculative building has been practically non-existent. We willingly, however, accept the principle that no obstacles should be put in the way of the free working of private enterprise in the future, subject only to its conforming, as we believe it well can, to a sufficient standard of design and arrangement, internal and external, of the houses built. But we are convinced that it would be a policy which is criminal in its effects on posterity and which is justified by no reasons of necessity or immediate utility, to accept in future the accretion to our great towns of mean street on mean street."

(Unless the United States, through some form of governmental authority, Federal, state, or municipal, can advance control over housing beyond the present weak and futile tenement-house laws—which are in themselves only an additional stimulant to "mean street on mean street" and toward more slum building, this country will experience an orgy of cheap house building such as will leave its mark for a generation. Only a persistent activity on the part of those who can see beyond the present laws, which are, in effect, an effort to Prussianize the worker, his home, his children, and his very soul, can save us from the impending disaster.—EDITOR.)

The Committee then discusses the merits and demerits of several different methods of granting financial aid, and then offers its conclusions, which are worth careful study by those in authority over our governmental housing work in this country.

"21. The Panel's Scheme:

"(*a*) That the State should provide the whole cost of the building and should own the houses for a period to be fixed, say five years, at the end of which prices may be expected to have attained a normal level. This period is referred to as the transitional period;

"(*b*) during this period the Local Authority will act as agents of the State, and will be responsible, subject to the approval of the District Commissioner hereafter described, for building and managing the houses and collecting the rents.

"(*c*) At the end of the transitional period the ownership of the houses will be transferred to the Local Authorities at a figure to be arrived at by deducting from the original cost such a percentage as represents the fall in price of materials and labor together with the fair allowance for depreciation.

"(*d*) During the transitional period the rents, collected by the Local Authorities as agents, will be paid over to the State. In urban districts the aim should be to fix rents at a figure likely to provide a fair interest, sinking fund, etc., when normal conditions are restored and the abnormal cost has to be written off. In rural districts the rents should be fixed in consultation with the Agricultural Wages Board, and in coöperation with that body raised by stages to a similar figure, which should be reached by the end of the transitional period.

"(*e*) Upon the transfer at the end of the transitional period, it should be incumbent upon the Local Authorities to secure, as far as may be practicable, rents sufficient to cover the annual charges.

"(*f*) It will be clearly impossible to forecast a date when, conditions having become normal, the transitional period may be equitably considered to be concluded. It may be desirable, therefore, to give power to the Government of the day to postpone by order the date of the transfer of ownership in any district where circumstances might require it.

"The result of the scheme is that the State will bear the capital loss due to abnormal cost, the abnormal interest charges and the annual loss which is inevitable in the case of rural cottages. The scheme will no doubt cast the most heavy burden on the Exchequer; the answer thus must be that the community, whether by way of rates or taxes, will have to bear the burden, and if the end is to be attained, this method seems most likely to attain it."

(From these proposals it can be seen that the Committee is wholly opposed to leaving the question of decent homes to be worked out on the economic basis of the past, where the workman perforce took what the speculator handed to him. The plan here presented is, in effect, a scheme for having the nation absorb any loss which may be incurred

by building good houses after the war, or at least, immediately thereafter. Otherwise it recognizes that all the old evils will spread with increasing malignity. Comparing the plan with a possible plan for our own country, it would amount to having the state advance the money necessary to build the number of decent homes required. At a period some time later, the houses would be turned over to the municipality in which they were situated, at a price to be agreed upon and based upon the then prevailing normal building cost and with an allowance for depreciation. It must be evident that it is only by such a plan that adequate housing can be provided.)

"24. Conditions to be laid down. The present scheme of State building provides an opportunity, which must not be let slip, of securing permanently a greatly improved standard of building.

"(1) The Government should, therefore, insist on a high standard of design and layout, and, save in exceptional circumstances, on a restriction of the number of houses built to the acre to, say, 12 in the towns and to 8 in the country.

"(2) The houses must be completed within a definite time: we suggest that for this purpose a year be fixed.

"(3) The houses built must be for the occupation of the working classes, the definition of which term as given in the Housing Acts, needs some extension. The right view appears to be that adopted in the Workmen's Compensation and National Health Insurance Acts, namely, that all persons should be included whose incomes arise from all sources below the limit of £160 per annum. In view of the great rise in prices, the limit might be raised to £200.

"42. *Steps to obtain a high standard of building.* Every endeavor should be made to ensure that in the houses built under the present scheme a high standard of design and layout should be maintained, which will be an example to be followed in all future building. At the same time, economy must be carefully studied, as without it no advance will be made toward a permanent solution of the problem. For the achievement of these objects considerable skill and experience in design and planning is required. Great importance is, therefore, attached to the plan outlined in the following paragraph, with the object of ensuring the employment of a competent architect. (Reference is here made to the housing competition conducted by the R. I. B. A.; the premiated designs have already been published in the Journal.—EDITOR.)

"43. *Employment by Architects.* But it is not enough to obtain a series of good type plans. It is essential that these should be adapted to local needs by an architect of experience and taste, and that architectural skill should be employed in laying out the building estates on town-planning lines. Comparatively few architects or surveyors have experience in this work. On the other hand, a man who had good architectural training could, with a little coaching, soon pick up sufficient knowledge to enable him to lay out cottages on town-planning lines fairly satisfactorily.

"We think, however, that it is very important that the work should be in charge of an architect, otherwise the high standard of design and layout which is desired will not be secured. But unless the Government gives encouragement it is probable that but few Local Authorities will employ an architect: they will consider that their surveyor is quite capable of providing any professional skill which may be needed."

(Reference to the abilities of architects in general, in so far as they apply to the general subject of laying out a community, are perhaps quite as accurately applicable in the United States. While the reference to their ability to "pick up" sufficient knowledge, seems a little humorous in view of the full scope of the work to be done, it still remains true that architects are, by virtue of their training, (in practice,—not in the school) best qualified to train themselves for these larger fields.—EDITOR.)

"44. To secure these objects we make the following recommendations:

"(1) That a competent architect, with experience in town-planning, be appointed to the staff of each Housing Commission. (Referred to under 21*b*).

"(2) That a panel of local architects be chosen, in consultation with the Royal Institute of British Architects, and with local opinion, and that the Government should undertake to pay the fees of any one of them whom the Local Authority might choose to employ in the planning and supervision of the scheme. The Local Authority would not be bound to employ any of the panel architects.

"(3) It would be the duty of the Housing Commissioners to see that all the best experience and practice available at the Local Government Board or collected by the Tudor Walters Committee should be placed at the disposal of the Panel.

"(4) It should be possible to arrange with the Royal Institute of British Architects for payment on the basis of a retaining fee, and a small percentage which should be economical and equitable.

"(5) The supervision of Housing Commissioners would of course, still be retained.

"45. *Miscellaneous.* The question of the Acquisition of Land is being considered by the Committee under the chairmanship of Mr. Leslie Scott. From the point of view of future housing policy great importance attaches to their conclusions. It may be pointed out, however, that the Committee will doubtless deal with the question from the point of view of permanent policy, and it is possible that in the emergency that will arise stronger temporary powers comparable to those exercisable under the Defense of the Realm Act should be reserved to the Local Government Board."

(From this statement, it will be seen that a recognition of the land problem is no longer in need of urging in England. The Committee very evidently realizes that it will be necessary to keep the provision of the Defense of the Realm Act in force, at least during the emergency; under these provisions, land could be taken at its pre-war value, not only for a first building operation, but for an enlargement of the first. By this method alone, will it ever be possible to provide adequate housing for all. The report of the Committee on Land Inquiry will be eagerly awaited. Unless it can find a solution of this problem which will be acceptable to the nation, the whole proposed program will be of little avail.—EDITOR.)

# Committees of the Institute for 1918-1919

(Supplementing the partial list published last month)

## Education Committee

(Standing)

Frederick L. Ackerman, *Chairman*

Milton B. Medary, Jr. Dwight H. Perkins

*Instructions:* The Committee on Education is charged with the task of evaluating our system of education by measuring the result as expressed in terms of the architect's service to client, community, and nation, and in the degree of honorable livelihood made possible to the practitioner by such education.

## Committee on Fire-Prevention

(Special)

George C. Nimmons, *Chairman*

Julius Franke Wm. J. Sayward

F. A. Narramore

*Instructions:* This Committee is charged with the task of studying the subject of fire-prevention; of coöperating with other societies, in aiding the promulgation of information on this subject, and with the new Committee on Structural Service.

## Building Committee

(Special)

William M. Kendall, *Chairman*

D. E. Waid Edward W. Donn, Jr.

*Instructions:* This Committee is charged with the major repairs to The Octagon and with such projects of restoration or rebuilding as may come up for consideration.

## Committee on School-Building Measurements

(Special)

William B. Ittner, *Chairman*

(Committee of One)

*Instructions:* This Committee is instructed to consult with the National Educational Association which is understood to be engaged in this work on an elaborate scale.

## Structural Service Committee

(Special)

Sullivan W. Jones, *Chairman*

Rolland Adelsperger Benno Janssen

John L. Hamilton H. W. Tomlinson

*Instructions:* In addition to the instructions of the convention, this Committee is charged with the task of advising and coöperating with the Journal in the continuation of its structural service work.

## Preservation of Historic Monuments and Scenic Beauties

(Special)

Horace Wells Sellers, *Chairman*

Arthur Benton Elmer C. Jensen

Warren R. Briggs Fiske Kimball

Glenn Brown L. A. Livaudais

George Cary Thomas MacLaren

Charles A. Coolidge L. W. Robinson

Reinhardt Dempwolf Howard Sill

William M. Ellicott Egerton Swartwout

Norman M. Isham Ornan H. Waltz

*Instructions:* This Committee is charged with the responsibility of fostering all movements looking to the preservation of historic monuments and scenic beauties, and of increasingly extending the influence of the Institute through public service of this kind.

## House Committee

(Standing)

William M. Kendall, *Chairman*

D. E. Waid Edward W. Donn, Jr.

*Instructions:* The House Committee is instructed to have charge of The Octagon property in all that pertains to its physical care; to make necessary minor repairs, and to call the attention of the Building Committee to such major repairs as are necessary to insure the safety of the premises.

## Post-War Committee

(Special. Created by the Board)

W. R. B. Willcox Edwin H. Hewitt

Robert D. Kohn A. L. Fechheimer

N. Max Dunning Frederick A. Russell

Sylvain Schnaittacher Waddy B. Wood

Charles A. Coolidge Sullivan W. Jones

S. S. Labouisse Frederick L. Ackerman

H. Olin Jones John Calvin Stevens

John Robert Dillon Frank C. Baldwin

William L. Steele John Lawrence Mauran

A. C. Martin Arthur Dillon

Ben J. Lubschez Josiah Dow Sandham

William W. Emmart Dwight Heald Perkins

Ornan H. Waltz Horace W. Sellers

F. R. Walker Thomas MacLaren

Herbert W. Foltz A. C. Eschweiler

Albert Kahn W. T. Robertson

Folger Johnson E. J. Russell

H. Van Buren Magonigle Charles Harris Whitaker, *Secretary*

NOTE.—At the meeting of the Board of Directors in Philadelphia on November 16, the task of the Committee was the subject of a most interesting discussion, and it was resolved that the Board should refrain from offering anything more than such suggestions to the Committee as appeared in the October Journal. The sum of $5,000, was voted as an initial appropriation for beginning the work. The Chairman has not yet been chosen.

# Notes by the Wayside

"We all are dreamers in our square.
There is no sound but laughter there;
We win to joyance, win to mirth;
We are the glad ones of the earth
Because the thing we dream, we do;
All men dream dreams, our dreams are true.
For the work we love our hands are free;
We, too, create and are deity."

—Mary Carolyn Davies, in "The Quill"

ALTHOUGH some people think of Bohemia only as the place where long-haired men and short-haired women, aspiring to fame as artists and authors, live and loaf—these people would never accuse Bohemians of working—this conception fits only the veneer put on for the benefit of tourists and other curious folk. There is a place in every large city where those who dare to be unconventional, who dare to act and think freely, who love the beautiful and strive to create it, usually gather; the little section of the city where they choose to live and dream and work, be they painters, sculptors, poets, musicians, or artists of whatever kind. This is the real Bohemia, and always there grows around such a place the cheap veneer of queer restaurants, high-priced "antique" shops, and other places that capitalize curiosity and make for an unsavory reputation. Greenwich Village, in New York, lying mostly between and around Washington Square and Sheridan Square, is a real Bohemia despite the many places which are obviously there to cater to the tourist's curiosity, places, for instance, where a short-haired girl in a soiled smock serves you tea and crumpets on an old kitchen table painted lavender and green and in a tumble-down room weirdly "decorated," all at a very fancy price! But we may ignore such places. There is always a charming atmosphere about Washington Square. The people on the benches are not afraid to wear color and to act quite naturally. Through the shimmering leaves of the trees are seen the old red brick houses with their marble doorways, and the whole is one of the delights of New York. And then there is Sheridan Square, where the little narrow streets come together at all angles, and where one street actually crosses itself! Where the skyscrapers are blocks away, and where the quaint old houses and shops make you forget you are near Broadway or Fifth Avenue. And the people of Greenwich Village are quite human. They are not afraid to be spoken to or to speak to you. They tell you naïvely of themselves and their likes and dislikes as the verses following and at the beginning, all quoted from "The Quill," show:

"I hate circles;
They enclose.
They compress.
They have no outlet—
Yet I know that circles are perfect.

"I like straight lines;
They lead somewhere.
They are strong.
They allow complete freedom
And infinite extension.

"I love curved lines;
They flow.
They leap.
They are alive with joy.
They do that which is unexpected.
My eye follows them happily."

—Elinor C. Woolson

"I often think that buildings hate
To have to stand so stiff and straight,
In regulation rows,
With never room to twist about
Or push their elbows in and out,
Or wriggle up their toes.

"A sort of wistful sadness lies
Within their staring window eyes,
As though they longed to change
And be an old tramp barn or shack,
Asprawling on its crooked back,
With freckles or the mange.

"And when I hear a building falls
Or sways upon its well-built walls
Within the town,
I know the reason is—it's tired
And, with a grim rebellion fired,
It just—*sits down*!"

—Aggie in the New York *Tribune*

WE HAVE often wondered what was the matter with some buildings, they looked so sad and pained and woebegone. It must have been due to their mute protest at having to stand "so stiff and straight." Would it not be interesting if buildings could speak, if they could look into a mirror and say: Is my cornice on straight? Are my windows large enough and in the right place? Are my pilasters long enough? Don't you think this band a little higher up and a little wider would look better? Oh, I just hate my old tin modillions! Oh, my insides are all out of gear! I am suffering from poor circulation and my floors groan so, I must have rheumatism. Such might the complaints be if buildings could speak and the architect's work might even become as serious as the choosing of women's clothes or the regulation of one's diet, if he had to face the audible complaints of his buildings the rest of his life.—Traveler.

# Book Reviews

## New Towns After the War. By New Townsmen. London, 1918. Dent & Sons.

We borrow an appreciation of this book from what Mr. Culpin has to say of it in the September issue of *Garden Cities and Town Planning:*

"It is not only well written, it is thought-compelling. Even the restatement of the case comes with a welcome freshness because it is today and tomorrow it deals with, and with eighteen years of experience to base its arguments upon, the value of Mr. Howard's cardinal principles is the more apparent. There are three sections: The Problem, The Solution, The Programme. Of these possibly the Solution will be found the most valuable. It is a new presentation entirely and brings home its points admirably. There is a first attempt at a logical formula for modern towns and the size to which they should grow, and this is its brief summary: 'A town should be of a population large enough to allow of efficient industrial organization and full social activity; but no larger. The urban area should be limited to a size requisite to house this population well, and should be surrounded by a zone of open land large enough to possess a distinctively rural and agricultural character.' 'The Programme' shows how this policy may be applied to today's needs and how the new houses and new factories may be brought together, and how, as the state must control the new housing, there is an unparalleled opportunity for a real state programme of garden cities. It is an ambitious programme, and demands new legislation and new conditions, but we are learning to think in big terms, and not to be afraid because a thing is big.

" 'The creation of a hundred garden cities will give a far better return to the state in health, happiness, public spirit and efficiency than any other method of meeting the shortage of houses. Merely to scatter a million dwellings in our suburbs and villages, wherever a chance economic demand may occur, is a feeble and planless proceeding. It means that a colossal national enterprise is undertaken without national consideration or design, and in total disregard of some of the most vital factors. The nation is in the position of a man regarding a runaway vehicle; there is nothing for it between cowardice and courage. To neglect this magnificent opportunity would be ignominious; to seize it would be glorious. No more inspiring task can be imagined than the provision for millions of our people of the best physical environment that modern art and industry can produce.

" 'What a dramatic opening for the era of international reconstruction—Britain, which led the world to industrialism, now showing the way to a system in which industrial wealth is compatible with a sane, natural and cultured life for all! And what an impulse it will give to the solution of the major problems of society! Even the great questions of income and control now underlying the industrial and political conflicts of every nation will be profoundly modified. If so many town dwellers secure the inalienable advantages of comfort in their houses, beauty and grace in their surroundings, sunlight, fresh air, health, and a share of civic power; if the rural workers gain the social pleasures and opportunities of the town; if people of all classes in town and country are brought together and come to understand the interests of each other; then vital political issues will be immensely clarified, and the rise of numerous groups of alert and responsible citizens will quicken national progress in every sphere.' "

## The Meaning of Architecture. By Irving K. Pond. Marshall, Jones & Co., Boston, Mass. 1918. $2.

Mr. Pond, the author of "The Meaning of Architecture" gives evidence throughout the book of a deep love of art, of lofty purposes, and of genuine and worthy reactions to the noble monuments of the past. His aspiration and intentions for the architecture of the present and future are inspired by the wish to see the world henceforth realize, as fully as has been done in the great periods of the past, that which lies within the potencies of civilization. But when we have spoken in commendation of Mr. Pond's personal reactions, we have said most of what can be said of a commendatory kind. A few quotations from the book will show why this is so.

Mr. Pond tells us (page 165), that "As architecture above all others is the art of self-expression, an age which has anything to say will say it in its architecture. A race which has any vital message to impart will deliver it in its buildings. Architecture will carry the message," and so forth. From page 148 we take an instance of how Mr. Pond reads the message: "I shall reject the theory that these Caryatids are immortal monuments to slave maidens, for the Greek ideal controlling in architecture was too profound and too spiritual to admit of any such perversion. . . . I doubt if the Greeks were deeply concerned with the spiritual development of their slaves or kept them in bondage to develop in them beauty and perfection of character through restraint." (This is almost like a bit of super-solemn "Alice in Wonderland.") "Therefore I reject the theory that the Maidens of the Porch are slaves and adhere to the theory I have already advanced that the Caryatids were developed to proclaim the essential femininity of the Ionic order, to characterize and define that order which was a monument to the eternal feminine." Since, as we are told on page 167, the Greeks "were evolving consciously and with the highest ethical and esthetic intent an expression of that race spirit . . . which became more clearly defined and more susceptible of rich and beautiful interpretations", we are to understand that not merely Mr. Pond but the Greeks, too, knew all about the relation of the Ionic to the eternal feminine, and so forth. Of course, this sort of interpretation is sheer caprice. About such assertions there is nothing to be said except that if you like that sort of thing it's just the sort of thing you like. Mr. Pond has not one iota of evidence, except his personal impressions, and he should set these notions forth as personal impressions. They have no other value.

Elsewhere, (page 161), we are told of the interesting

fact that the Ionic entablature can be diagrammed by use of the signs that engineers employ to indicate compressive and tensile strengths. The former is the plus (+), the latter, the minus (−) sign. Mr. Pond adds zeros for the area of no force. Then if we put down rows of plus and minus and zero signs like this:

| | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| + | + | + | + | + | + | + | + | + | + | + |
| + | + | + | + | + | + | + | + | + | + | + |
| 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| − | − | − | − | − | − | − | − | − | − | − |
| − | − | − | − | − | − | − | − | − | − | − |

we get a pattern that resembles the Ionic entablature.

"Is not the result of the comparison suggestive if not startling?" exclaims Mr. Pond. He would not suggest for a moment "that the Greek laid out a series of + and − signs and from the diagram shaped the forms of the entablature," but "I insist" he says, "that the esthetic intuition of the Greek, guided by his reason, compelled him to use in the compressive fields the broken lights and shades of the dentils which the series of + signs suggests, and in the tensile fields the fine-spun lines of tension into which the − sign is so readily translated."

Now the plainest of plain men would find nothing startling in the fact that when a beam is laid across supports—here they are columns—one wouldn't cut them up so as to weaken them actually or in appearance, but that after horizontal courses had been laid it would be quite practicable and pleasing to decorate the further horizontal courses with vertical markings, since a continuous support has been supplied. The aforesaid plain man would not have thought of compression or tension and neutral zones, and it is highly probable that the Greek of the entablatures did not either. Of course I don't say that they did not. I don't know anything about it. I can only say that I find that kind of elaborate, unhistorical, and apparently fantastic explanation of the obvious as tedious as it is futile.

In another place (page 86): "This is what the Corinthian may have had in mind and may have been endeavoring to express in applying his two fillets of acanthus leaves; it would have been an attempt at the expression of a democratic ideal. But really democracy was never achieved in Greece, that is, not in the mediæval nor in the modern sense; and so (another 'and so'—two words, the frequent recurrence of which seems a fair measure of Mr. Pond's critical and scientific reasoning—) we must believe that the Corinthian leaf-band was introduced for the sake of embellishment rather than to embody a deeper meaning or express a higher ideal." Such are the somewhat "personal" methods by which Mr. Pond proposes to read "the vital message that a race will deliver in its buildings" (page 165).

I am willing to risk the prophecy that if modern architects are going to concern themselves with the expression of democracy in this manner of the minor literateur, architecture will go from bad to worse, and that the only solution will be for the architect to abdicate in favor of the engineer who will go ahead and build without muddling his work with such fantastic crotchets. However, there is no great danger that Mr. Pond's teachings will have great extension, and so, from that blight at least, the profession will be secure.—Leo Stein.

## Fire Waste in Canada. By J. Grove Smith. The Commission of Conservation, Ottawa, Canada. 1918.

The Commission of Conservation of Canada has just issued its report in book form under the title of "Fire Waste in Canada." This is one of the most valuable contributions to the subject of fire-prevention that has yet been issued. The usefulness of a work of this kind is emphasized by the fact that Canada stands at the head of all the nations in the waste and destruction of property by fire. Its annual rate of loss per capita is $2.73, with the United States as a second to Canada with a rate of $2.26, while France at 74 cents, England at 64 cents, Germany at 28 cents, and other European nations at similar low amounts show the great opportunity for the reduction in the fire-loss of Canada.

The book treats the subject in a most comprehensivs manner. It gives statistics showing the number and cause of fires in Canada, the results of a systematic canvass of all the insurance agencies which was devised for the purpose of securing for the Commission all the facts and recommendations which the various insurance men could offer. Conditions that produce fires in small towns was a subject investigated with particular care, so as to bring out and emphasize strongly the great waste of property that annually takes place by reason of carelessness and other causes that might easily be remedied in such communities. Canada is fortunate in having a modern set of laws on town-planning, which places the control of the designing and construction of new villages and housing groups in the hands of the Government. The report of the Commission shows that it is their intention to take advantage of the opportunity afforded by these laws greatly to improve the fire-resisting qualities of all new villages and housing groups.

A very good suggestion is made in reference to the utilizing of the men in the fire departments, not only for extinguishing fires, but also for inspecting property and enforcing regulations to prevent fires, which might very well be done during much of the spare time which the men of fire departments have at their disposal. It is pointed out that a great service could be rendered by these men in addition to that which they already perform in their single duty of extinguishing fires.

The great need for arousing the public in Canada to the urgency of a reform on fire-prevention is the fact that the fire-waste of Canada is steadily increasing as fast as ever, and that the cost to carry adequate insurance for protection is a burden on the industries greater than people ordinarily imagine. Concrete examples are given to show how much larger amounts of money each of the important industries must pay for fire-protection than do those in England. For example, boot and shoe factories in Canada pay an average rate of $2.05 per $100 for insurance, while those in England pay only 47 cents per $100; clothing factories in Canada 87 cents, in England 17 cents; machine shops in Canada $1, in England 15 cents; and woolen mills in Canada $3.25, and in England 92 cents. The report also shows how the cost of every loaf of bread

is made to help carry the burden of needlessly high insurance.

The report shows not only the deplorable conditions existing in Canada, but it is also just as constructive in character in recommending, in a comprehensive manner, how all of this vast waste by fire may be greatly reduced, and the people of Canada placed in a position where they can readily reduce the horror and wastefulness of fires by coöperating with the Commission in the new reforms which they hope to bring about in these matters.—GEORGE C. NIMMONS.

### The Colonial House. By Joseph Everett Chandler. Robert M. McBride & Co. New York, $2.50.

Mr. Chandler has written a curious, though valuable, mixture of history, advice, and criticism, with plain scolding generously interspersed. There are paragraphs which bring to mind Shaw's biting shafts. Speaking of the downfall of the Colonial style and the blossoming out of "such a riot of jig-saw invention as only a disordered imagination, resulting from too long a diet of hard cider and mince pie, could explain," he says: "And the architects! Where were they? The masses, pleased with the jig-saw invention of the board-butcher, had ceased to call for his services—and he became a sporadic visitor from abroad or a rare native product performing weak imitations and adaptations and abetting the public in its call for first the obvious, then the ordinary, and at last the vicious."

One wishes that the book had been confined to history, criticism, and scolding—which is mostly delicious reading—and omitted the advice which is inserted quite freely. The chapter on "Modern Work" does not strengthen the book; the last chapter on "Colonial Gardens" is quite charming. The illustrations are numerous and of exceedingly well-chosen examples, including many little-known ones. Their typographical presentation is rather poor, however.

Perhaps what has more nearly spoiled the book than anything else is that Mr. Chandler has tried to temper a really scholarly essay on Old Colonial to the mediocrity of a book of advice for future house-builders. The result is not entirely happy. It is doubtful whether the advice will prove of as much help to the future house-builder or be of as much inspiration as would have been the pure unadulterated essay.—B. J. L.

# Correspondence

## Cost of Housing at Hilton

*To the Editor of the Journal:*

*Sir:*—Will it be possible to publish a belated criticism of matter that appeared in the July number of the Journal? I refer to parts of an article entitled "The First War Emergency Towns: Hilton, Virginia," by Henry V. Hubbard and Francis Y. Joannes.

As part of this article there is printed on page 340 a full page of data, the first part of which is headed "Hilton—Cost of Development per Family" and concluding in a "total Government Expenditure per Family . . . " of $3,232.77. Another section of the data is headed "Hilton—Cost of Development of 500 Houses" and concludes with a total of $404,218 (inclusive cost of land), or $632.77 per house.

Had this page of figures been entitled "Architects and Engineers Preliminary Hopeful Guess at Approximate Cost of Development," a correction would not be necessary. As it is, I fear some enthusiast or innocent stranger may be unintentionally misled, as he would be by the "sketchy" estimates of cost of country houses contained in the Sunday supplements. To the careful reader of the article, the qualifying statements (page 337) which rather vaguely explain that the figures represent "what these homes may be reasonably expected to cost" might indicate their true character as estimates; but the figures are even inadequate for normal times, unfortunately, and their publication may lead to regrettable misunderstandings.

I am certain that the department now having jurisdiction would not approve their publication, either as an estimate or a statement of cost.

ROBERT D. KOHN.

Philadelphia, Pa., November 19, 1918

NOTE.—The figures relating to the cost of construction at Hilton, to which Mr. Kohn refers, were approved by the Bureau of Housing of the Department of Labor, which was the body having official jurisdiction over the undertaking at its inception. When the housing necessary for the Emergency Fleet Corporation was made a separate matter, under the first appropriation granted by Congress, the Hilton project was taken over by the Bureau of Transportation and Housing of the Fleet Corporation (now the Department of Housing and Transit Facilities, in which Mr. Kohn is Chief of Production), which completed the project. The qualifying statements in the text of the article, to which Mr. Kohn refers, should have been directly related to the page of figures by a supplementary note. We regret the omission.—EDITOR.

## The American Housing Competition

By a vote of the jury, the time for sending in submissions was extended to December first, 1918, for men engaged in service abroad or who were prevented, through the influenza epidemic, from finishing their work. The announcement of the result will be made at the earliest possible moment, but it must be remembered that the task of reading and composing the theses is a formidable one.

## NOTE

Since the Structural Service Department was compiled for this issue, the War Industries Board has removed all restrictions upon building. The Capital Issues Committee have likewise made it easier for building to go on by providing that on projects involving not more than $100,000.00 no application is necessary; on projects involving more than $100,000.00, applications must still be made in the usual form.—EDITOR.

# Structural Service Department

SULLIVAN W. JONES, *Associate Editor*

# Special War Service

*In connection with professional societies, organized bodies, and the following Committees of the Institute, working toward improvements in building materials and methods, and higher ideals in the sheltering of humanity:*

BASIC BUILDING CODE — CONTRACTS AND SPECIFICATIONS — FIRE-PREVENTION
MATERIALS AND METHODS — STRUCTURAL SERVICE

**SERIAL NO. 11, NOVEMBER, 1918**

INDEX TO SUBJECTS TREATED IN THIS ISSUE

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## War Industries Board 11A (9A and 10A)

With the coming of peace, the policy and machinery of the War Industries Board have been reversed. The less essential industries are being permitted gradually to increase production. Restrictions placed on the uses of essential materials are being gradually lifted. Thus war industry will be demobilized through an orderly process controlled by the coördinating authority of the War Industries Board. The statement made by Mr. Baruch, Chairman of the War Industries Board, on November 8, brought to many a feeling of intense relief, giving great assurance that the transition of industry from a war to a peace basis will not be convulsive, but smooth, and unaccompanied by widespread unemployment and a profound economic disturbance, or worse.

The wisdom of continuing and gradually diminishing the control of the War Industries Board is quickly and clearly understood when it is realized, as it must now be by every observant man, that industry before the war was composed of ill-fitting, badly assembled parts which could neither work smoothly and efficiently nor develop that stimulus to production which is vital to growth and progress.

The coördinating influence of a common purpose was absent in industry until the war furnished it. The function of the War Industries Board has been that primarily of a coördinating medium. Industry will understand, perhaps, as the result of its war experience, the need for coördination between its several branches, and between industry as a whole and public interest. It may now also understand the importance of setting up, by common agreement, some kind of an instrumentality for coördination to take the place of the War Industries Board, but without the Board's authority to control.

Many of the conservation standards established, and those about to be established by the War Industries Board, constitute positive betterments. Some of them effected economies that should have been practised for years. It is to be hoped that, by agreement in and between the groups interested, these standards will be maintained, and that the work of establishing new ones, started by the War Industries Board, will thus be continued through coöperative action. This work can best be done by the organizations created to serve the Government. They, and the relationships which have developed between them during the national emergency, ought to be made permanent. The value of their assistance in solving some of the grave problems of readjustment can hardly be overestimated.

## Demobilization of War Industry 11B

Circular No. 57, issued by the War Industries Board on November 11, modifies many of the provisions and regulations contained in circulars previously issued. But in order that the full import of this new Circular may be understood, it is necessary first to reprint portions of Circular No. 21 as revised October 15, 1918, which had not been issued at the time the October Journal went to press. (For original Circular No. 21, and subsequent modifications, see 9D2 and 10E.)

## Building Projects Released 11C

Construction for war purposes, and the need for converting industrial facilities from a peace to a war basis, ceased with the signing of the armistice. This condition leaves the Facilities Division without a useful function. All construction now will fall into the non-war class, and licenses to build, where they are still required will be issued under the provisions of Section 5 of Circular 57, which reads as follows:

"SECTION 5. *Construction projects not requiring permits or licenses from Non-War Construction Section.*—Construction projects falling within the following classifications are hereby approved, and no permits or licenses will be required therefor from the Non-War Construction Section:

"(1) Construction projects approved in writing by the Facilities Division of the War Industries Board.

"(2) All farm and ranch buildings, structures, or improvements.

"(3) All buildings, structures, roadways, plant facilities, or other construction projects of every nature whatsoever, undertaken by the United States Railroad Administration, or by any rail or water transportation company, organization, or utility (whether or not under the direction of such administration) or by the American Railway Express Company, or by the owner or operator of any telegraph or telephone line.

"(4) The construction, maintenance, improvement, or development, by Federal, state, or municipal authorities of highways, roads, boulevards, bridges, streets, parks, and playgrounds.

"(5) The construction, extension, improvement, maintenance, or

repair of any public utility, including water-supply systems, sewer systems, light and power facilities, and street and interurban railways.

"(6) The construction, extension, or repairs of all irrigation and drainage projects.

"(7) Construction projects connected with the extension, expansion, or development of mines of every character whatsoever or connected with the production and refining of mineral oils and natural gas.

"(8) The construction, alterations, or extensions of, or repairs or additions to, plants engaged principally in producing, milling, refining, preserving, refrigerating, or storing foods and feeds.

"(9) The construction of new, or the alterations or extensions of existing, schoolhouses, churches, hospitals, and Federal, state, or municipal buildings, involving in the aggregate a cost not exceeding twenty-five thousand dollars ($25,000).

"(10) The construction of new buildings or structures not embraced in any of the foregoing classifications, or the repairs or additions to, or alterations or extensions of, existing buildings and structures, in either case involving in the aggregate a cost not exceeding ten thousand dollars ($10,000).

"(11) The construction of new buildings or structures not embraced in any of the foregoing classifications, or the repairs or additions to, or alterations or extensions of, existing buildings or structures, in either case involving in the aggregate a cost not exceeding twenty-five thousand dollars ($25,000), when approved in writing by the State Council of Defense or its duly authorized representative.

"(12) Buildings begun prior to September 3, 1918, where a substantial portion of the building has already been constructed."

The methods by which the above provisions of Section 5 of Circular 57 will be enforced are set forth in a circular letter addressed to the Regional Advisors of the Facilities Division, which reads as follows:

*To All Regional Advisors:*

1. Under date of November 11, Circular No. 57, superseding revised Circular No. 21, was issued by the Priorities Division of the War Industries Board. Copy of this Circular is enclosed for your information.

2. Section 1 of Circular No. 57 revises Section 5 of revised Circular No. 21 as regards restrictions on non-war construction.

3. Practically speaking, almost all construction projects from date of signing of the armistice, will logically become non-war construction, and it is therefore important and necessary that the procedure of this Division, in connection with any projects on which permit applications are pending or which may be hereafter submitted to it for consideration, follow along the lines of Circular No. 57.

4. You may therefore assume that any construction projects enumerated in Section 1 of Circular No. 57 will not require permits from this Division and should be treated as outlined in this Section.

5. In the case of projects now before this Division, on applications for permit, the following procedure has been determined upon:

(*a*) Permits will be issued automatically, at once, for all projects involving, in the aggregate, a cost not exceeding $10,000.

(*b*) In the case of construction projects involving, in the aggregate, a cost between $10,000 and $25,000, permits will be issued if these projects have been approved in writing by the Regional Advisor or by the State Council of Defense.

(*c*) In the case of construction projects involving, in the aggregate, a cost exceeding $25,000, they will be referred to the Non-War Construction Section for such action as it may deem proper, unless the project is clearly one relating to war construction, when action will be taken by this Division.

6. Heretofore in approving many projects on which construction permits have been requested, it has been necessary for this Division to restrict the use of structural steel, steel sash and steel products. Such restrictions hereafter will not be necessary and it is the purpose of the Division to advise all those to whom permits with restrictions of this nature have been granted, that they may proceed with their work upon the basis of their original plans if they so desire, and that they may consider restrictions noted in their permit of the above character as having been withdrawn.

7. We would appreciate the assistance of Regional Advisors in disseminating this information, as it is the desire of this Division, now that it is possible to do so, to release restrictions which have been, in many cases, a hardship upon those desiring to build.

8. We would also suggest that you advise those desiring to proceed with building projects to submit same to their State Councils of Defense for recommendation and forwarding to the Non-War Construction Section for consideration, and believe if this is done the projects will, in general, receive favorable consideration. S. P. Bush,

Nov. 15, 1918. *Director Facilities Division War Industries Board.*

## Building Materials Released 11D

Section 2 of Circular 57 removing the restrictions hitherto placed on building materials, is as follows:

Section Second. All limitations on the production of building materials, including brick, cement, lime, hollow tile and lumber are hereby removed, and the materials so produced may be sold and delivered for use in connection with any building project for which no permit or license is required under revised priority circular No. 21, as further revised by section first hereof, or to any project authorized by permits or licenses issued in pursuance of said circular. All limitations upon the production or use of lime or crushed or pulverized limestone in any form for agricultural uses are hereby removed.

As the result of removing all limitations on the production of certain building materials listed under Section 2 of Circular 57, the usefulness of the Building Materials Section has been very greatly diminished. All of the more important materials formerly released by this Section are now free from restrictions. Many will still be allocated but only when the local conditions in respect to labor, railroad transportation, and fuel demand it. Such allocation will be made by the Non-War Construction Section. All restrictions of every nature will, however, be completely removed as soon as conditions warrant. A letter has been sent by the Facilities Division to all who are now building under permit issued by the Division advising them that restrictions on the use of steel have been removed and construction may proceed in accordance with the original plans. The letter is as follows:

*To Manufacturers, Firms, Corporations and Individuals to whom construction permits have heretofore been issued by this division:*

1. It has heretofore been necessary for this Division in issuing permits to construct, in many cases, to combine with the issue of the permit a restrictive clause limiting the use of structural steel, steel sash, and steel products.

2. While this action was necessary up to the signing of the armistice, we feel that at the present time those desiring to build or those to whom permits of this character have been issued, should be privileged to proceed with their operation if they so desire, including the use of structural steel, steel sash, and steel products.

3. We would therefore advise that any restriction as to the use of structural steel, steel sash, or steel products, which may have been embodied in the permit issued to you by this Division, is hereby removed, and you are at liberty to proceed with your plans to construct without said restriction.

4. In order to reach each one to whom a permit has been issued, in the shortest possible time, this communication is being sent out as a circular letter, but it can be taken as carrying equal authority with the permit originally issued, and is hereby made a part of same.

S. P. Bush,
*Director Facilities Division War Industries Board.*
November 15, 1918.

## Non-War Construction Section 11E

D. R. McLennon, *Chief*

As previously stated, and as indicated in the circular letter to Regional Advisors (11D) applications for licenses to build are made to the Non-War Construction Section through the local Council of Defense. (See 10C2.)

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*Roof finished with No. 346 Dark Gray Creosote Stain*
*Walter Boschen, Architect, St. Joseph, Mo.*

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An especially appropriate and harmonious exterior color-treatment has been developed for the dignified and beautiful type of country-house that our leading architects have now firmly established in place of the fifty-seven varieties that have prevailed in recent years.

**Cabot's Old Virginia White, for the walls**
**Cabot's Creosote Stains, in greens or dark gray, for the roofs**

The soft, brilliant "whitewash white" of the Old Virginia White is particularly suitable for this type of house, and the rich greens and velvety dark gray stains harmonize perfectly for the roof, with the old New England dark green blinds.

*Samples and information sent on request*

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*Cabot's Creosote Stains, Stucco and Brick Stains, "Quilt" Mortar Colors, Dampproofings, Waterproofings, Conservo Wood Preservatives, etc.*


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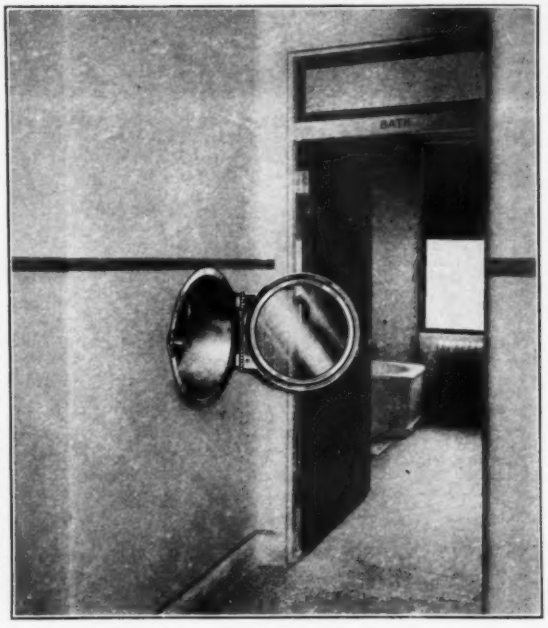

# *Like the Portholes of a Ship*

"As we walked through the halls, I noticed beautifully polished, round, glass doors in the walls, which reminded me of ship portholes.

"I was told that they were laundry portholes and then they described what to me is the last word in hospital equipment.

"They have at this hospital what is known as the Pfaudler Laundry Chute. It consists of a steel tube, of which the entire interior is heavily coated with glass. Yes indeed, glass.

"At the top of this chute is a 'Flushing Ring' by means of which the interior can be literally deluged with a shower of hot water. There is a sewer connection in the cellar where the chute terminates, and there also is an opening through which the soiled linen may be removed.

"The 'Porthole Doors' at each floor are clamped shut with 'Refrigerator Clamps' so that when shut they are air-tight and water-tight.

"The chute terminates at the roof where it is open to the air, but covered by a hood.

"When a thing like this is to be had, will you tell me why we go to the labor and expense of lugging our soiled linen immense distances through halls and in elevators to the laundry, literally scattering germs and infection every step of the way?"

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